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OPERATIONAL ACTIVITIES OF THE UNITED NATIONS FOR INTERNATIONAL DEVELOPMENT COOPERATION

Progress on the implementation of General Assembly resolution 50/120

Report of the Secretary-General

SUMMARY

The present report is prepared in accordance with paragraph 53 of General Assembly resolution 50/120 of 20 December 1995, and reviews steps being taken by the United Nations system for the implementation of that resolution. The report identifies areas of progress and areas of practical difficulties, and draws the attention of the Council to matters requiring further guidance.

In accordance with paragraph 54 of the same resolution, the report devotes special attention to the three focus areas identified, inter alia, for the substantive session of 1996 of the Council: simplification and harmonization; common premises and administrative services; and monitoring and evaluation. Three annexes contain, respectively, an ACC statement adopted on 29 April 1996 on the implementation of General Assembly resolution 50/120; a management process for the implementation of the resolution prepared in accordance with its paragraph 52; and a table setting out country-level information on common premises.

An overview of actions taken by intergovernmental bodies of the United Nations system on Assembly resolutions 47/199 and 50/120 will be issued in an addendum (E/1996/64/Add.1). Income and expenditure statistics for 1994 and 1994 data on the procurement of equipment and services by the United Nations system will be issued in a further addendum (E/1996/64/Add.2).

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INTRODUCTION

1. The present report reviews steps being taken by the United Nations system to implement General Assembly resolution 50/120 of 20 December 1995 on the triennial policy review of operational activities for development of the United Nations system. The report identifies areas of progress and areas of practical difficulties, and draws the attention of the Economic and Social Council to matters requiring further guidance.

2. In accordance with paragraph 54 of Assembly resolution 50/120, the present report devotes special attention to three focus areas that, inter alia, are identified for the consideration of the Council at its substantive session of 1996: issues of simplification and harmonization; common premises and administrative services; and monitoring and evaluation (see sect. II below).

3. The United Nations system is committed to vigorous and coordinated implementation, as evidenced by the statement adopted by the Administrative Committee on Coordination (ACC) on 29 April 1996 (see annex I). In that statement, ACC attaches the highest importance to the effective and coherent implementation of General Assembly resolution 50/120. Moreover, members of ACC stated that they are determined to strengthen further their collaboration through the resident coordinator system, and to ensure the full and coherent implementation of all provisions of Assembly resolutions 50/120 and 47/199, particularly those with a direct bearing on the effectiveness of United Nations system development cooperation at the country level. ACC committed itself to taking the required steps to implement resolution 50/120 in a fully coordinated manner, as outlined in the management plan to be prepared in accordance with paragraph 52 of the resolution, which the Secretary-General will submit to the substantive session of 1996 of the Council. In proceeding with the implementation of the resolution, account will be taken of the decisions emanating from the Council and decisions emanating from other relevant governing bodies.

4. On 23 December 1995, the Secretary-General designated the Administrator of the United Nations Development Programme (UNDP) as the Special Coordinator for Economic and Social Development. Those responsibilities are additional to and distinct from his functions as the Administrator of UNDP. In this capacity, the Special Coordinator for Economic and Social Development assumes the lead role, within the United Nations, in supporting the Secretary-General, including in his capacity as Chairman of the Administrative Committee on Coordination; in enhancing the coordination of development activities; and in promoting an effective and integrated follow-up, at the operational level, of recent global conferences and related ACC agreements and arrangements.

5. Through its Consultative Committee on Programme and Operational Questions (CCPOQ), the United Nations system endorsed a management process in accordance with paragraph 52 of Assembly resolution 50/120. The management process covers the principal provisions of the resolution, and details specific steps for its implementation (see annex II). The Joint Consultative Group on Policy (JCGP) is making the implementation of the resolution a principal focus of its future

work. Further information on CCPOQ and JCGP action are contained in section I of the present report.

6. A number of actions at the inter-agency level are being taken or are planned as support operations at the programme and project levels, including a number of outputs foreseen in the management process emanating from workshops, reviews and guidelines that aim to translate the broad directives of the General Assembly into practical guidance at the field level, with the full participation of representatives from various recipient countries and senior field representatives.

7. Several intergovernmental bodies considered reports dealing with aspects of resolutions 47/199 and 50/120. An overview of those actions will be provided in addendum 1 to the present report.

8. Issues related to the funding of development cooperation were a major focus of Assembly resolution 50/120. Recent progress in the negotiations on the restructuring and revitalization of the economic and social sectors will undoubtedly have an important bearing on the future efficiency and effectiveness of operational activities for development. An overview of income and expenditure data for 1994, as well as 1994 data on the procurement of equipment and services within the area of operational activities, will be issued in addendum 2 to the present report. Section VI of the present report provides 1995 data for some of the funds and programmes of the United Nations and a related analysis of possible implications of current trends on programming and other areas of operational activities.

9. Brief overviews of recent developments in the country strategy note process and the strengthening of the resident coordinator system and field coordination are provided in sections II and IV of the present report.

10. The management process for the implementation of General Assembly resolution 50/120 identifies actions that the United Nations system could undertake, in collaboration with recipient Governments, in order to strengthen its operational activities to better support national development priorities and objectives. In accordance with paragraph 38 of the resolution, the Special Coordinator for Economic and Social Development has recently sought to determine what kind of support the organizations and bodies of the United Nations system could be ready to provide, in the form of financing resident coordinator system activities at the country level, staff secondment to support the resident coordinator system, or any other means relevant to the strengthening of common endeavours. It should be noted, however, that additional funding from donors and organizations of the United Nations system will still be required for some system-wide activities, such as support to the resident coordinator system for assisting Governments in the preparation and implementation of the country strategy notes and the follow-up to global conferences; evaluation of the impact of operational activities, as described in section V below; training, workshops and seminars, on such matters as the country strategy notes, the programme approach and national execution for government officials and United Nations system staff, mainly through the International Labour Organization (ILO) Centre and events organized by CCPOQ; and training of resident coordinators and country teams on programmatic, team-building and interpersonal skills and techniques.

11. An important innovation of Assembly resolution 50/120 is its provision for objective and in-depth evaluation for the benefit of the Economic and Social Council and the 1998 comprehensive policy review. In accordance with paragraph 56, a progress report is provided in section V of the present report. The successful implementation of this aspect of the resolution would reinforce the Secretariat's substantive support to the Council in this field, and would help the General Assembly to reach sound policy decisions. The plans described in the management process and those concerning evaluation contained in section V below will require additional funding through the Trust Fund for Case Studies in Operational Activities for Development.

I. OVERVIEW OF THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTIONS 47/199 AND 50/120

12. In its resolution 50/120, the General Assembly noted the progress that has been achieved in a number of areas in the implementation of its resolution 47/199, in contrast to its assessment three years earlier, when it noted with concern that many of the provisions of its resolution 44/211 had still to be implemented. Therefore, the implementation of resolution 50/120 will begin on a more solid basis than its predecessor resolution 47/199 although it must be borne in mind that, in paragraph 2 of resolution 50/120, the Assembly stresses the need to implement fully all the elements of its resolution 47/199 in a coherent manner, keeping in mind their interlinkages. In implementing Assembly resolution 50/120, therefore, particular attention is being paid to ensuring that those provisions of Assembly resolution 47/199 that require further action are not neglected.

13. A number of steps have been taken since the beginning of 1996 to ensure the full implementation of both resolutions. At its first meeting of 1996, the ACC Consultative Committee on Operational Questions (CCPOQ) prepared a statement on the implementation of Assembly resolution 50/120, which was subsequently adopted by ACC on 29 April at its first regular session of 1996. The ACC statement is reproduced in annex I to the present report.

14. The text of Assembly resolution 50/120 was widely distributed in a joint letter of the Special Coordinator for Economic and Social Development and the Under-Secretary-General for Policy Coordination and Sustainable Development, both at headquarters and at the field level, with appropriate explanations. The executive heads have agreed to communicate separately with their organizations' country representatives on the implementation of the resolution. Workshops held in early 1996 devoted attention to the operational implications of various provisions of the resolution. A management process for implementation of the resolution was developed by the United Nations in accordance with paragraph 52 of the resolution, in full consultation with various inter-agency bodies, particularly CCPOQ and the Joint Consultative Group on Policy (JCGP). The management process is contained in annex II to the present report, and some of its specific provisions are elaborated in the various sections of the present report.

15. In reviewing the management process for the implementation of Assembly resolution 50/120, CCPOQ agreed on a procedure for revising the statement on the

role and functioning of the resident coordinator system, taking fully into account the provisions of resolution 50/120. It also considered issues pertaining to the programme approach that should be taken into account in the revision of the guidelines, including monitoring and evaluation in the context of that approach. An operational activities handbook will be issued containing all guidelines developed within the CCPOQ framework.

16. JCGP considered the implications of Assembly resolution 50/120 through an ad hoc committee. At its general and high-level meetings of 25 and 26 April 1996, it concluded that the implementation of the resolution will be a key focus of its work. It agreed that more needs to be done on such questions as the terms of reference of the resident coordinator system, and launched initiatives for developing guidelines for a common country assessment process, in particular the establishment of a common database and collaboration in needs assessment and pre-programming activities, including in the context of preparing country strategy notes. JCGP is continuing work on harmonizing programming cycles. In addition, a new set of monitoring and evaluation guidelines will be field tested. As detailed in section II B below, steps are being taken in the area of common premises and services, and efforts are under way for the management unit for common premises to commence operations, as agreed by JCGP.

17. The progress being made concerning the follow-up to major international conferences should be noted. As part of the follow-up to the International Conference on Population and Development (ICPD), an Inter-Agency Task Force chaired by the Executive Head of the United Nations Population Fund (UNFPA) was established in response to the specific request of the Special Coordinator for Economic and Social Development. The Task Force produced a set of guidelines for the United Nations resident coordinator system on the implementation of the ICPD Programme of Action, which was distributed to the United Nations field representatives in September 1995 following a CCPOQ review. Furthermore, at its October 1995 meeting, the ACC established three ACC inter-agency task forces which are expected to play a critical role in assuring that the United Nations system provides support effectively for the integrated implementation at the country-level of the action programmes that have emerged from recent United Nations conferences. The task forces cover: (a) employment and sustainable livelihoods; (b) basic social services for all; and (c) an enabling environment for economic and social development. They are led by the International Labour Organization (ILO), UNFPA and the World Bank respectively. The prime objective of the task forces is to assure that adequate support from the headquarters level is provided to the resident coordinators and the United Nations country teams in each country so that they may, in full consultation with national Governments, facilitate a coherent and coordinated United Nations follow-up to major international conferences (para. 39 of Assembly resolution 50/120). Furthermore, in April 1996, ACC decided to establish an Inter-Agency Committee on Women, with the responsibility of addressing all aspects of the implementation of the Beijing Platform for Action adopted by the Fourth World Conference on Women (A/CONF.177/20, chap. I, resolution 1, annex II).

Recommendation

18. The Council may wish to take note of the ACC statement on the implementation of General Assembly resolution 50/120 contained in annex I to the

present report and the management plan for implementation contained in annex II to the present report. In addition, the Council may wish to encourage the United Nations system to give full effect to those commitments. The Council may also wish to call on Governments in a position to do so to contribute to the different mechanisms set up to facilitate the full implementation, monitoring and evaluation of Assembly resolution 50/120, in particular the UNDP Support to the Resident Coordinator Fund and the United Nations Trust Fund for Case Studies on Operational Activities.

II. FOCUS ISSUES FOR 1996 WITH REFERENCE TO PARAGRAPH 54 OF GENERAL ASSEMBLY RESOLUTION 50/120

19. The present section is designed to assist the Council in considering the three focus areas identified in paragraph 54 of Assembly resolution 50/120: (a) issues of simplification and harmonization; (b) common premises and administrative services; and (c) monitoring and evaluation. It may be recalled that other subjects were deferred to the substantive session of 1997, including (a) capacity-building; (b) field and regional-level coordination; and (c) resources. In providing information on the above-mentioned three subject areas, attention is drawn to the previous report of the Secretary-General on the triennial comprehensive policy review of operational activities for development of the United Nations system (A/50/202-E/1995/76 and Add.1, 2 and 3), in particular to its annex, paragraphs 161-201, which cover the decentralization and delegation of authority, the simplification and harmonization of procedures, accountability, and common premises and common services. That report also provided a series of recommendations, many of which were reflected in resolution 50/120. The present report, therefore, focuses primarily on providing more detailed information on particular subjects, and updates progress in specific areas since the previous report.

A. Simplification and harmonization of rules and procedures

20. As indicated in the previous report, the degree of harmonization and simplification remains a problem. Little has changed since then in terms of specific outputs, although a number of decisions have been taken by JCGP (December 1995) and CCPOQ (March 1996) that would contribute to greater harmonization, on such matters as revised and updated guidelines on the role and functions of the resident coordinator system, the country strategy note process, the programme approach, and national execution as detailed in the management plan contained in annex 2. In addition, progress will continue on the harmonization of programming cycles and the field testing of common guidelines on monitoring and evaluation. Moreover, JCGP, working in two subgroups chaired by UNFPA and UNDP, is proceeding with the development of common guidelines for funds and programmes, including a common approach to needs assessment and situation analysis, by putting in place an agreed methodology on common databases, as requested in paragraph 45 of Assembly resolution 50/120. The project, entitled "Common country assessment", will be field-tested later in 1996, and more information will be available in 1997. It should be stressed that its purpose is to achieve a more collective and cost-efficient approach to a variety of pre-programming activities. National authorities will be fully

involved in all stages of this process. Resident coordinators and all field representatives are being fully consulted for this exercise, and responses to a survey indicate strong support. Many indicated the value of involving all United Nations system partners at the country level in this work in order to enhance its possible contribution to the country strategy note process.

21. Resident coordinators were asked to provide their views in the context of the 1995 annual reports. They confirmed that little progress has been made on the subject of simplification and harmonization at the country level. In the case of programmes sharing common administrative guidelines (UNDP, UNFPA and the World Food Programme (WFP)), in operational matters some progress was made in the simplification of procedures related to security, communications, general services, personnel and some financial matters.

22. Several resident coordinators confirmed that the diversity of rules and procedures constitute a serious obstacle to effective collaboration and impact, which becomes an acute problem in countries involved in reconstruction and rehabilitation, where the United Nations system is required to respond rapidly in an integrated manner. The essential problem is that undue government time and effort is taken up by the complexity and diversity of requirements and procedures. Such procedures appear to be unduly burdensome in relation to the total volume of United Nations system activities, and also tend to detract from the principal objective of strengthening national capacity.

23. In some countries, United Nations representatives try to overcome differences in rules and procedures on an ad hoc basis. Difficulties arising from the complexity and diversity of procedures are resolved in the context of ad hoc case-by-case project and programme arrangements, which tend to be time-consuming. On the whole, United Nations system representatives in the field referred to the fact that they do not have the flexibility to revise and adapt procedures formulated at their respective headquarters in line with the legislation of their corresponding government bodies. Reference was made in some reports to the complexity of the guidelines on the programme approach. Such concerns need to be reflected when revising the guidelines, as provided in paragraph 28 of resolution 50/120 (see also annex II).

24. In describing the burden caused by the lack of harmonization, it was pointed out that currently national institutions managing programmes with an external funding component are obliged to operate under a myriad of rules and accountability procedures of all partners. Apart from its negative impact on the already limited national capacity, such a burden also detracts from the implementation and sustainability of the programme by requiring compliance with cumbersome rules. For example, each development assistance partner fields its own project identification, assessment and formulation missions. Many Governments do not have the capacity to meet the demands of these various missions, which often raise similar issues. Reporting formats, reporting requirements, monitoring and evaluation systems and financial years differ from donor to donor, which is a heavy burden on the limited human resources of most countries. At present, for a similar step in the programming process, the documents to be prepared by the JCGP organizations have different titles. It is essential to further define common programming frameworks and to harmonize

methodologies in order to take full advantage of the harmonization of programme cycles.

25. In addition to simplifying processes and achieving more effective delegational authority, efforts should be made to simplify requirements for overall management, particularly for national institutions that operate on limited national capacity. The achievement of national capacity seems to be impaired by various reporting requirements that detract from a focus on essential matters, a particularly acute difficulty in countries facing special circumstances and involved in reconstruction and rehabilitation.

26. Many country offices provide some kind of support unit or other measures to assist Governments in coping with procedures because they differ from the governments' own. Some have prepared or are in the process of preparing manuals of national execution procedures. In several countries, a unit to implement national execution projects funded by UNDP and UNFPA exists in the Government; as some resident coordinators point out, however, this can place additional burden on the already limited capacity in the Government. In some cases, formal training is provided to government officials separately by UNDP and UNFPA to enable them to cope with such procedures. However, the value of that practice is sometimes lost because those procedures change so frequently. According to several resident coordinators, none of the existing solutions are sustainable in the long run because they burden limited national capacity and UNDP and UNFPA field offices. The way forward is to promote a greater use of national budgeting and financial systems with a United Nations transparency and auditing requirement.

27. Almost all UNDP country offices provide some kind of support to assist Governments in coping with national execution procedures. Some have prepared or are in the process of preparing manuals. Many have established a support unit. Moreover, training is being provided through a variety of national workshops and a tailor-made programme at the ILO International Training Centre at Turin with United Nations system support to increase national capacity in this area. Similarly, other organizations provide substantive and administrative support for their respective programmes and projects.

1. Harmonization of programming cycles

28. It is estimated that over 90 per cent of countries will have harmonized programming cycles by the next programme cycle, in 1998, although recent developments have affected progress in this area. The WFP governing body has mandated WFP to adopt the country programme approach effective 1 January 1996 to enable it to harmonize its programme cycle with those of national Governments and its JCGP partners. At its 1995 annual session, the UNDP/UNFPA Executive Board approved legislation on successor programming arrangements that will make it possible for UNDP to launch a new round of programming for the period 1997-1999, replacing the programming system that has been in effect since the consensus decision of 1970. The new system is intended to provide greater flexibility in the assignment of resources, as well as greater incentives for the formulation of keenly focused, high-impact and high-leverage sustainable human development programmes. It should be noted that the introduction of a

three-year financial cycle should constitute no constraint on the harmonization of programming cycles of JCGP partners. On the contrary, the new arrangement is supposed to facilitate harmonization because the duration of a UNDP programming cycle will be determined at the time of the preparation of the country cooperation framework and will depend on the country situation. It will often cover a medium-to-long period (3-5 years) and will thus include the initial three-year financial cycle. The duration of the framework should reflect national programming time-frames to the extent possible and should be harmonized with the programming cycles of JCGP partners. Therefore, UNDP programming and financial cycles do not have to coincide and will in fact rarely do so. The UNDP financial cycle will be rolling, that is, it will at any stage cover resource allocations three years ahead. Obviously, the financial allocation system varies with each organization and does not have to be harmonized. When developing the country cooperation framework as programming framework, the UNDP country office and the Government should consult with funds and other United Nations programmes to ensure the harmonization of programming cycles. Mainly due to the novelty and path-breaking nature of the new arrangements, some JCGP field representatives have raised concerns about the effect of those sweeping changes in the harmonization of programming cycles. UNDP has issued clarification and stands ready to address the practical problems that could emerge in order to ensure that JCGP targets are met.

2. Common manual

29. As indicated in earlier reports, a functional block-by-block approach is pursued within CCPOQ and JCGP in building a set of agreed guidelines. CCPOQ will issue a handbook on agreed guidelines in the near future. In addition, it will undertake revisions in a number of areas as identified in the management plan.

3. Areas for future work

30. Even greater priority than hitherto must be given to the subject of simplification and harmonization, and the adaptation of rules and procedures to national requirements. The steps outlined in the management plan need to be fully and rapidly implemented within CCPOQ, JCGP and other relevant contexts. Involvement of field representatives and national officials needs to be insured through a series of workshops organized at the country level; lessons learned in such workshops should guide the elaboration of improved guidance elements. Greater flexibility for initiatives at the national level should be explored. The subject should be reviewed by the Council at its substantive session of 1997 on the basis of a full assessment of the issues.

Recommendation

31. The Council may wish to provide guidance on the speed and scope of the various simplification and harmonization procedures being undertaken by the United Nations system, as described above. In particular, it may wish to note the difficulties mentioned with respect to the harmonization of programming cycles (see para. 23 above). The Council may wish to endorse the building block

approach to the development of a common manual, as mentioned in paragraph 24 above. The Council may also wish to take a position on the future areas of work mentioned in paragraph 25, including the step outlined in the management process concerning the method and timeliness of producing the required guidelines to translate various provisions of Assembly resolution 50/120 into operations.

B. Common premises and administrative services

1. Status

32. In paragraph 44 of its resolution 50/120, the General Assembly requested the JCGP and, to the maximum extent possible, the specialized agencies, to substantially raise the target for achieving common premises on the basis of cost-benefit analysis and avoiding an increased burden on host countries.

33. JCGP continues to give priority to the establishment of common premises and facilities. At the JCGP General Meeting of 25 April 1996, it was noted that in the great majority of countries at least two JCGP agencies share premises. Within established financial guidelines, and taking into account operational requirements and existing lease and ownership agreements, progress is being made and priority countries for common premises and services have been identified.

34. Comparing the information on the status of common premises contained in the report of the Director-General for Development and International Economic Cooperation on operational activities (A/46/206/Add.3, annex) with information available in May 1996, the following progress can be noted:

(a) The number of countries with field offices has risen from 119 to 132. Moreover, in a number of cases, the representative of a field office of a United Nations agency may cover more than one recipient country. The number of United Nations representatives varies from a low of one to a high of 18;

(b) In 1991, all JCGP members present in the country shared common premises in 19 countries. That figure has increased to 34 countries in 1996;

(c) In 1991, 15 countries had three or fewer representatives. That number has declined to 11 countries despite the overall increase of field representation of 13 countries during the intervening period (see annex 3 for further details);

(d) The number of cases in which all United Nations agencies represented in a country are all under one roof has risen from four in 1991 to seven in 1996. If representation of the World Health Organization (WHO) and the Office of the United Nations High Commissioner for Refugees (UNHCR) is excluded (due to specific legislation of their governing bodies or the nature of their operations they frequently have separate premises), the number of a single United Nations system premises has increased from seven in 1991 to 19 in 1996.

35. Many resident coordinators stressed in their 1995 annual reports that there was a general understanding among most members of the United Nations system team to achieve a more coordinated country presence in order to reduce expenses,

given system-wide resource constraints. The financial situation is a dominant theme in many reports of resident coordinators. Many refer to relatively successful rounds of negotiations with recipient Governments concerning the allocation of suitable, free-of-charge land for the construction of new United Nations premises. At the same time, the financial benefits of common premises are not evident in all cases, particularly if a move into joint premises cannot fully accommodate all operational requirements, or if various current premises are provided by the Government free of charge as part of its in-kind contribution to the organizations, or if opportunities for appropriate premises are scarce and initial costs of moving are significant.

2. Action by the Joint Consultative Group on Policies

36. JCGP agencies focus their efforts in this area on least developed countries, high-cost situations and situations in which United Nations offices have to be relocated to another capital city. In other locations, opportunities for economies of scale are sought and implemented on a case-by-case basis, whenever feasible. Newly constructed premises are to meet the office requirements of all JCGP partners and any other United Nations organization that wishes to participate. The focus will thus be on situations in which new premises would result in lower monthly charges and would facilitate the consolidation of administrative infrastructures. In order to establish common premises at no additional cost to the United Nations system and host Governments, JCGP agencies, in consultation with the Office of Legal Affairs of the United Nations Secretariat devised a leasehold/ownership modality whereby private-sector funds can be sought wherever feasible. This modality will avoid the utilization of funds of the agencies to meet capital costs up front; instead, agencies can lease the buildings for periods ranging from 10 to 20 years, whichever period is feasible, at the end of which ownership will revert to the participating organizations. Thereafter, office space will be rent free, with maintenance costs being shared proportionately among the agencies participating in the building (country-level information on common premises is contained in annex III).

3. Consultative Committee on Administrative Questions

(Financial and Budgetary Questions)

37. Commenting on a recent JIU report on the subject of common premises the Administrative Committee on Coordination Consultative Committee on Administrative Questions (Financial and Budgetary Questions) (CCAQ(FB)) expressed concern about entering into long-term financial commitments at a time when the financial situation of many organizations is precarious and there is considerable uncertainty about the levels of income and of programme activities in the future. CCAQ (FB) feels that more information is needed on experience so far in arranging financial participation by the private sector, the legal modalities used for such participation and the legislative basis in each participating organization, for enabling them to enter into long-term commitments that might be viewed as long-term borrowing. Therefore, CCAQ(FB) has recommended that the common premises programme proceed on the basis of

rigorous financial analysis on a case-by-case basis, taking into account the experience of participants in recent years regarding construction cost variances, and provide for the cases of individual organizations needing more or less space over time as programme activities change.

38. The different financial rules and procedures among the organizations have been found to be a major obstacle to the central provision of support services for the entire United Nations system. None the less, CCAQ(FB) considers that there is much more convergence than divergence, and that the different rules and procedures have not prevented active collaboration by organizations in a number of duty stations.

39. Moreover, CCAQ (FB) considers that the system has sufficient legislative authority within the provisions of the relationship agreement with the United Nations to participate, in so far as practicable, in any programme for common premises or services in the United Nations system. While there may be problems of a practical nature, there seem to be no potential legal obstacles to such participation unless they are of a constitutional nature, linked, for example, to the tripartite structure of the ILO and the WHO mandate in this area.

4. Common services

40. Shared services seem to be facilitated in cases of shared premises. Moreover, in 1995, common standards and guidelines for the installation of local area networks and information technology infrastructure were developed and sent to all country offices by JCGP.

41. In 29 countries, a common services account has been established. United Nations system country teams in those countries pool resources and rationalize administrative services to benefit from economies of scale. UNDP, on behalf of the JCGP Sub-Group on Common Premises, will provide further guidelines on how to establish and operate a common services account. Moreover, innovations are being introduced and tested, such as in new common premises and shared services being applied in South Africa. At the end of 1995, the resident coordinator in South Africa completed a study entitled "Common services sections", which contained concrete and detailed proposals on the rationalization of the administration of United Nations agency offices in the country. The study was brought to the attention of JCGP members. UNDP proposed to consider the common management of the operational functions of the South African office as a centre of experimentation, which would enable the concept to be developed and pilot tested. Feedback on unforeseen impediments will help to refine the concept before implementing it on a broader scale and eventually globally.

42. At present, shared services exist in such areas as:

(a) Telecommunications and office automation;

(b) Accounting;

(c) Personnel;

(d) Financial and administrative services (usually provided by UNDP);

(e) Document centres and library services;

(f) Transport;

(g) Repairs and maintenance;

(h) Procurement;

(i) Security;

(j) Diplomatic pouch etc;

(k) Travel support (tickets, reservations etc).

Recommendations

43. The Council may wish to express a view on JCGP progress in the achievement of common premises and services. It may also wish to consider providing further guidance, particularly on the question of common and shared services, taking fully into account the reports of the various boards of the funds and programmes, and additional information being provided in the course of the exchange with executive heads in the operational activities segment, as well as other information provided.

C. Monitoring and evaluation

44. A concern for appropriate monitoring and evaluation instruments is a feature of the ongoing process of reform within the United Nations. Greater attention is being focused on institutional and programme performance. The ongoing evolution in evaluation arrangements was documented in the previous report on the triennial comprehensive policy review (A/50/202-E/1995/76 and Add.1, 2 and 3).

45. That report and the related Assembly resolution 50/120 made recommendations on monitoring; the coordination of programme reviews and evaluations; the application of lessons learned; the inclusion of evaluation criteria at the design stage of projects programmes; and the strengthening of national evaluation capacities.

46. Despite the evident saving of scarce government time and effort achieved by replacing individual agency programme reviews with coordinated programme reviews and evaluations of operational activities that cover all agency programmes in one exercise, such exercises still appear to be the exception rather than the rule. One such exercise was held by JCGP agencies in Morocco and appears to have been successful in identifying numerous opportunities for effective collaboration and complementarity between JCGP agencies in advocacy, programming, operational activities and mobilization of additional resources.

47. The report, in considering the planned evaluation of the impact of operational activities, indicated the need for the various parts of the United Nations system, inter alia, to establish, as soon as possible, the essential baseline data needed and mechanisms for collecting such data so as to permit its successful completion. While this can only be fully carried out once the focus of that evaluation has been determined, a number of institutions have been working on the elaboration of indicators of performance. UNFPA, for example, has noted that an effort is being made to develop indicators for programme performance to facilitate monitoring the achievement of ICPD goals at the national level, and it has completed a conceptual exercise to develop a framework of selected indicators to assist countries in measuring the outcome and impact of their population education programmes. Similarly, the United Nations Children's Fund (UNICEF) has helped to organize a major workshop on the development of strategies for the sustainability of the goals of the World Summit for Children. With the elaboration of agreed programmes of follow-up to United Nations conferences, such efforts will need to become more general throughout the United Nations development system.

48. An analysis was made of a sample of 62 resident coordinator reports received for 1995. In response to a query about what is being monitored and how, 23 resident coordinators indicated that United Nations programmes were being monitored in some cases on their own, in others as part of national programmes. There are clearly cases in which country teams have set up and are maintaining appropriate systems to monitor major programmes, such as in Indonesia, the Lao People's Democratic Republic and the Sudan. In some instances, operational activities are integrated into major national programmes and are being monitored according to established performance criteria. Some joint monitoring of programmes in such areas as poverty and human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) is occurring.

49. In response to a query on strengthening national capacity, in nine cases support was being given to strengthening some aspect of national monitoring and evaluation capacity. Such strengthening of national evaluation capacity is a long-standing concern of the system, and there appears to be general support throughout the system for such strengthening as an essential feature of self-reliant development. Since the final arbiter of the effectiveness of operational activities for development is the country concerned, the established national capacity is needed if the national authorities are to receive informed analysis of and judgement about their own development efforts and any contribution of operational activities to them. Plans for the impact evaluation foreseen for the next triennial policy review anticipate the use of national evaluation capacity as a key input to the process.

1. Areas for future work

50. Judging from the reports of the resident coordinators, the articulation of the monitoring of United Nations system programmes with national programmes remains an area in which continuing work appears to be needed. The issues here include the choice of indicators and easily manageable, inexpensive systems for collecting, analysing and using data. In addition, ensuring appropriate

emphasis on the monitoring of results while at the same time addressing implementation and managerial questions appears to require a wise balance in many countries.

51. At the system level, the need for the various relevant parts of the United Nations system to establish, as soon as possible, the mechanisms to collect the essential baseline and performance data needed for the monitoring and evaluation of major programmes emerging from global conferences remains a task that is still incomplete. Establishing such systems would also facilitate the implementation of paragraph 39 of Assembly resolution 50/120 regarding coherent and coordinated follow-up to such conferences at the country level. Appropriate monitoring systems that are not cumbersome but focus clearly on results would also be helpful in the implementation of paragraph 20 of the resolution dealing with enhancing coordination of United Nations development activities at the regional and subregional levels.

Recommendations

52. The Council may wish to express its view on progress in the area of monitoring and evaluation, including on the future areas of work mentioned in paragraphs 46 and 47 above.

III. PROGRESS IN THE COUNTRY STRATEGY NOTE PROCESS

A. Status of the country strategy note process

53. In accordance with General Assembly resolution 50/120, the country strategy note process continues as a voluntary initiative of interested recipient countries. The previous report of the Secretary-General on the triennial comprehensive policy review described the status of implementation of the process as of May 1995 (see A/50/202-E/1995/76, annex). The status of the process as of May 1996 is updated in table 1.

54. To date, 14 countries have formally adopted a country strategy note, an increase of five countries since 1995 (67 per cent). Final drafts of the country strategy note are being considered by Governments for approval in another five countries, while preliminary drafts have been prepared in eight countries.

55. Of 138 countries for which information is available, the Governments of 88 have declared their intention to pursue the country strategy note process, an increase of three countries since 1995. More importantly, 51 of those 88 countries are involved in a fully active process for the formulation and implementation of the process, an increase of nine countries since 1995, or 21.4 per cent, in just one year. This group includes 27 countries in which a country strategy note has been produced in some form, either definite or provisional (an increase of six countries, or 28.6 per cent, since 1995), as well as 24 other countries (an increase of three since 1995), in which the formulation process has become particularly active in the last 12 months and for which there are well-founded expectations that the country strategy note will soon become available.

Table 1. Summary status of the country strategy note process, as of May 1996

Status of country strategy note process	Number of countries
Completed and adopted by the Government	14
Final draft being considered by the Government for approval	5
Preliminary drafts prepared	8
Expected in 1996-1997	24
Subtotal (process in full progress)	51
At a very initial stage	37
Total (active process)	88
Government does not intend to pursue the process	11
Government has not yet made a final decision	39
Total countries for which information is available	138

56. In the remaining 37 countries whose Governments have agreed on the process, the process is still at an initial stage. This group has decreased by seven countries since 1995 because some countries have recently passed from this initial phase to a more active one, while others have been added from the group of the undecided. The sample of countries included in the present report is slightly larger than that considered in the previous triennial comprehensive policy review of operational activities: information is available for 138 countries, an increase of seven since 1995.

B. Overview of the country strategy note process

57. The country strategy notes available to date focus on specific objectives, such as the eradication of poverty, human resource development and support for economic growth. The links between the targets of the process and the development objectives pursued by Governments are normally clearly indicated, although not in easily monitorable targets.

58. Most country strategy notes contain sections on monitoring and evaluation and implementation modalities. The major concern among the countries that have adopted the process is implementation. Monitoring reviews are conducted according to a calendar established in the country strategy note.

59. Even though progress in the implementation of the process may seem slow, positive signs of change are apparent. In a number of countries, there are

clear signs of an accelerated formulation of the country strategy note, especially in Africa.

60. In several countries, 1995 was a year of preparatory work. In others, the preparation took longer. In the Sudan, for example, the country strategy note preparatory process was initiated in November 1993, which involved the establishment of a steering committee to oversee the preparation of the process and a drafting committee to operationalize it. However, it was only after December 1994 that the process accelerated, thanks to a national information and sensitization conference and a national workshop conducted by the ILO International Training Centre at Turin, with the support of the United Nations Secretariat. Both initiatives served as an intensive training facility, and a complete draft of the country strategy note thus became available; consultations are taking place for its formal adoption, which is expected by June 1996.

61. In another example, the Government of Nigeria initiated the process of preparing the country strategy note as a follow-up to its technical cooperation policy adopted in late 1994, broadening the scope of its application beyond the United Nations development system to cover all donors. In this country, the country strategy note shows its value as an instrument for implementing the programme approach and national execution, and as a basic tool to coordinate United Nations system activities.

62. In a number of cases, progress in the country strategy note process depended on the finalization of national planning and policy exercises that define national priorities: their completion in 1995 has opened the way to the finalization of the process during 1996, and information on at least two countries confirms this. On the other hand, in a few other countries the Government has decided to postpone its decision on starting the formulation of the process until a national development strategy is defined because that condition has not yet been met.

63. In many countries in which the process is in full swing, substantial progress has been registered since 1995, including the adoption of modalities for the preparation of the country strategy note, the establishment of joint government task forces or working groups and the holding of information workshops. A number of thematic groups have been established, and the field-level committee structure has generally played an important role.

64. A few countries that were at the very initial stage of preparation of the process a year ago have now decided to accelerate its formulation. In Mauritania, Togo and Guinea for instance, country workshops were held in late 1995 and March 1996, with the support of the ILO International Training Centre at Turin and the United Nations Secretariat, preparing the way for the formulation of the process.

65. In countries in which the Government has not yet assigned top priority to the implementation of General Assembly resolutions 50/120 and 47/199, the decision to prepare a country strategy note is still pending. Concrete progress requires that the Government take a decisive role in pursuing the process. In some of these countries, outside of the Bretton Woods institutions a very

limited role is played by the United Nations development system. Even though major initiatives of the United Nations, such as global conferences, evidently extend to such countries, limited field-level representation makes it impractical to establish such arrangements as formal thematic working groups or similar coordinating mechanisms. Consequently, the country strategy note process is not seen as a priority.

66. The unpredictability of funding from United Nations organizations may be perceived in some cases as a source of uncertainty about the future of the United Nations system's presence in a given country, making the preparation of a country strategy note even less relevant. In a number of cases, Governments do not support a process that they sometimes perceive as complex since the country receives only a limited contribution to its development from the United Nations system.

67. In one large country, the Government has decided not to prepare a country strategy note during the current plan period because the dispersed nature of responsibilities within the Government for the coordination of external assistance makes the process impractical. In that country, like others which do not pursue the CSN, alternative mechanisms are devised.

C. Conditions for a better functioning of the country strategy note process

68. Initial data for the revision of the country strategy note preparation guidelines reveal that:

(a) The process works best if the Government is fully informed of the value added and intends to use it to improve the integration of operational activities into national priorities;

(b) Effective information-sharing, including agreement on the purpose, value and nature of the process, is essential to progress;

(c) The personal commitment of resident coordinators is essential in order to explain the added value of the process to potentially interested Governments, motivate public officials and mobilize representatives of other United Nations organizations;

(d) United Nations system organizations information efforts are important, including the holding of national workshops, supported as required by the ILO International Training Centre at Turin and the United Nations Secretariat, based on experience in a number of countries in Africa and Asia. Such workshops are proving important at the initial phase of the process;

(e) An effective national coordinating and mobilizing unit is required both as counterpart of the United Nations system and to involve national authorities in the process;

(f) When country representation of the United Nations is limited, a special effort is required to facilitate participation in the process.

Inter-agency missions to help to assess development needs and define an appropriate response from the United Nations system may be required in such instances;

(g) Government officials may perceive the United Nations system organizations as separate and independent entities, and not as parts of a unified system. Representatives of United Nations organizations may reinforce this image by projecting the role, mandates and experience of their respective organizations in a disarticulated way. Therefore a more unified collaboration effort is required;

(h) The formulation of the country strategy note provides an opportunity for establishing new mechanisms of consultation and dialogue within the United Nations system and between it and Governments which requires the active participation of all agencies, funds and programmes in both the formulation and follow-up phases;

(i) The field-level committee and thematic groups have proved to be the main institutional arrangements in the formulation of the country strategy note, even though alternative arrangements have been created. They are the channel through which the collegiality of the resident coordinator system is expressed and coordination can be promoted. The process depends on the activities of the field-level committee, such as the review of major programmes and projects conducted to pursue their complementarity; the review of agency-sector strategies; evaluation and advice on proposed programmes; and the identification of programmes and projects for possible complementary financing and coordinated implementation;

(j) When resident coordinators are supported in performing their role in the process by qualified personnel made available by the United Nations system organizations, then chances of success increase. Experience varies from one country to another but shows the key role that officials, such as UNDP senior economists or deputy resident representatives, UNFPA and United Nations Industrial Development Organization (UNIDO) country directors, UNICEF, FAO or ILO representatives, and their collaborators, have played as part of the United Nations system team in the preparation of the country strategy note.

D. Coherent response of the United Nations system to national priorities

69. Although the focus of resolutions 50/120 and 47/199 is on countries that have chosen the country strategy note, paragraphs 13 through 16 of the former address all countries, whether or not they are involved in the process. In particular, paragraph 14 stresses the need for the United Nations system to take full account of the interests and concerns of all recipient countries, and, in that context, requests the system to give serious consideration to ways of ensuring a more coherent response to the national plans and priorities of recipient Governments. This provision is designed to avoid neglect of countries that have chosen not to pursue the country strategy note.

70. Among the countries whose Governments have reservations regarding the formulation of the country strategy note or are not yet ready to launch the process, in some cases an alternative approach to the country strategy note is being developed to generate a common framework for enhancing United Nations system support to the country's development process. For example, in one country a common agenda for the United Nations system has been prepared as the basis for the division of responsibilities and work distribution, focusing on major common issues. Mandates and activities not covered by such agenda should be carried out independently by the organizations concerned. In addition to the common agenda, joint inter-agency/government thematic groups are being organized, that are responsible for launching or reviewing sectoral analyses and/or programming frameworks for the mobilization of resources thereby contributing to the joint formulation of responses to different issues and promoting cooperation for the mobilization of external resources. In one country, an in-country system for aid coordination comprising multilevel consultations has been established, starting from a joint assessment of the country situation and the comparative advantages of the respective United Nations organizations. In another country, a common framework for the follow-up of United Nations conferences has been proposed through inter-agency working groups on population, gender and education, and preparing an overall conference matrix. In a further country in this group, the Government has agreed to involve United Nations organizations in the formulation of a United Nations country cooperation framework that reflects the collaborative working relationships among those organizations and focuses on common thematic areas.

Recommendation

71. Current guidelines on the country strategy note (Guidance elements for the preparation, design and implementation of the country strategy note) were issued by the United Nations Secretariat in March 1994 after intensive work within CCPOQ. As indicated in Assembly resolution 50/120, those guidelines should be reviewed in 1996 in consultation with CCPOQ and JCGP, taking into account the country strategy notes already formulated.

72. A workshop involving experienced national and international officials is envisaged for early 1997 to finalize new guidelines. It will be preceded by an objective evaluation of experience, including questions identified by CCPOQ.

IV. RECENT DEVELOPMENTS IN FIELD-LEVEL COORDINATION

73. Since the adoption of General Assembly resolution 50/120, a number of steps had been taken to continue progress in the strengthening of the resident coordinator system and various tools in support of a strengthened functioning of the system. For example, in connection with the Joint and Co-sponsored United Nations Programme on HIV/AIDS, thematic groups had been set up within the resident coordinator system in 67 countries. The leadership of the groups is determined on a country-by-country basis, and they function under the overall leadership of the resident coordinator.

74. Following the CCPOQ review, a manual for resident coordinators was issued on the follow-up to ICPD. Instructions were issued by a number of executive

heads within JCGP to their organization's country representatives requesting close support and cooperation with other partners of the United Nations system within the framework of the resident coordinator system.

75. Organizations of the United Nations system were requested to provide specific suggestions on strengthening the resident coordinator system and to identify issues and concerns in the functioning of that system. Each resident coordinator provides an annual report. Among the issues that have been identified are:

(a) The need of resident coordinators to reflect more actively the mandates of the United Nations system as a whole and provide advocacy support on behalf of various agencies;

(b) More effort is required by resident coordinators in requesting and by United Nations agencies in providing substantive contributions to the preparation of the country strategy note;

(c) The CCPOQ Working Group on the Resident Coordinator System should be used to consider system-wide issues in the functioning of the resident coordinator system and to provide the necessary guidance to strengthen the system;

(d) There is a continuing need for the parties in the resident coordinator system to promote the effective exchange of information and the use of common databases in planning, reporting and monitoring activities;

(e) The role and obligations of the various parties in the resident coordinator system requires further clarification and, where necessary, the role of the resident coordinator should be strengthened;

(f) Financial support to the resident coordinator function continues to be necessary;

(g) Greater attention needs to be given to ensuring attendance at important coordination meetings by organizations that are not represented at the field level;

(h) Resident coordinators should be fully familiar with the sectoral support resources provided by UNDP to the smaller technical agencies so that they can provide upstream policy advice to countries.

76. In general, the functioning of the resident coordinator system is improving. Greater attention is being paid to the selection and performance evaluation of resident coordinators, as required by the Assembly in its resolution 50/120. In that connection, 11 new resident coordinators were appointed in early 1996, several of whom were selected from outside UNDP, and more than one third of those currently serving have previously worked within other United Nations agencies.

77. On 9 February 1996, the Administrator of UNDP issued guidelines for supporting the resident coordinator in accordance with decision 95/23 of the

UNDP Executive Board. It may be recalled that the Board allocated 1.7 per cent of UNDP core resources for the 1997-1999 period to support the resident coordinator functions. The subject was also considered by the annual session of the UNDP Executive Board. The annual reports of the resident coordinators for 1995 indicate that more than half of the countries reporting have established a well-functioning system of information sharing, thematic working groups and other mechanisms to support the resident coordinator system. The functioning of the resident coordinator system continues to rely too heavily on the personal qualities of the resident coordinator and members of the country team, with less attention being given to more structured and systemic coordination. Although the personal qualities and competencies of the resident coordinator and members of the country team continue to be a key determinant of the success of the system, some common features of effective coordination can be found and their full use should therefore be more systematic. Thus, information should be shared extensively and early, both formally and informally. Meetings of the resident coordinator system should be regular and should deal with substantive development issues, in addition to administrative matters. Such coordination meetings should focus on important shared tasks, most importantly on collaboration in such areas as the preparation of the country strategy note; the development of joint strategies for tackling specific issues of national importance (theme groups) on which the Government has requested support; and joint efforts in the follow-up to recent international conferences. Wherever appropriate, the country team should develop, under the leadership of the resident coordinator, a work plan for making coordination a concrete, practical, precise exercise that is equally beneficial to national development efforts and the pursuit of agreed objectives by all partners. Typically, the work plan sets joint objectives for the year and identifies areas that could be strengthened; identifies the coordination mechanisms and tools that will be used; covers administrative and staff matters to be addressed; and provides for a joint information strategy.

78. A number of reports have confirmed that resident agencies participate in a variety of joint activities. The presence of an active country strategy note and a joint programme review process appears to provide a practical structure for collaborative programming and improved substantive collaboration. An improved element in effective country-level coordination is an effective government coordination body. There is also a need to foster a better understanding of the advantages of more effective coordination.

79. In a number of cases, the functioning of the resident coordinator system is largely limited to providing information and administrative support. In such cases, the degree of coordination is more limited in these cases and usually centres around very narrowly defined tasks.

80. Team-based training continues to be carried out through the Workshop on the Management of Field Coordination for Senior United Nations System Representatives. To date, 18 such workshops have been conducted, with an average participation of five country teams. In addition, UNDP has organized three advanced seminars for experienced resident coordinators that are also open to representatives of other organizations, with an average participation of about 30 resident representatives/resident coordinators per session.

81. The statement on the role and functioning of the resident coordinator system prepared by CCPOQ in early 1995 will now be reviewed in the light of experience and to take full account of the provisions of Assembly resolution 50/120. As indicated in the management plan, that task will be completed by early 1997. It is also expected that other guidelines - on the country strategy note, countries that do not have a country strategy note, the programme approach, and national execution, monitoring and evaluation - will also be completed by about early 1997 so that an integrated text may be issued. The resident coordinators, their country team and national authorities will be fully consulted in the preparation of such guidelines, as envisaged in the management plan.

Recommendation

82. In accordance with paragraph 54 of Assembly resolution 50/120, the Council may wish to focus, at its substantive session of 1997, inter alia, on field-level coordination. If the Council so wishes, a more detailed assessment of the functioning of field coordination may be prepared, and the Council may wish to indicate specific areas for which information is required.

V. PROGRESS REPORT ON IMPACT EVALUATION

A. Background

83. The United Nations Secretariat is planning an evaluation of the impact of operational activities for development within the United Nations system, in accordance with paragraph 56 of the General Assembly resolution 50/120. It will be the first time that the United Nations has undertaken such a task on a system-wide basis. The evaluation, an integral part of the next triennial comprehensive policy review, will be delivered to the General Assembly in 1998. The present section responds to the request to submit information on progress on the matter to the Council at its substantive sessions of 1996 and 1997. It endeavours to indicate what is expected, how it is to be done and why.

84. The Secretary-General was prompted to suggest an impact evaluation because, at a time when the whole role and structure of the United Nations system is under review, the methodology used to date based on detailed questionnaires sent to Governments, agencies and United Nations system representatives in country offices do not provide sufficient objective data on performance for the 1998 triennial comprehensive policy review of operational activities by the General Assembly. Furthermore, as noted in the previous report of the Secretary-General (A/50/202-E/1995/76 and Add.1, 2 and 3), while there have been external evaluations of five United Nations agencies during the last three years that contain a variety of substantive and managerial conclusions and recommendations, there have been no global evaluations of operational activities carried out by the system as a whole.

B. Size and diversity of operational activities

85. As shown in addendum 2 to the present report, for the period 1993-1995, expenditures on operational activities by the United Nations system operational activities has been between $4 and $4.5 billion. The aggregate data on expenditures are not presented on a programmatic basis. System-wide data on operational activity expenditures are collected and reported on to the General Assembly on the basis of the ACC programme classification, which does not provide data based on system-wide programmes. Accordingly, another methodology will need to be used in choosing what components of operational activities to evaluate.

86. The intent of the Secretariat in approaching this evaluation is threefold. First, it aims to provide the Council and the General Assembly with judgements on the impact of specific components of operational activities, some of which are tentatively identified below. Second, through those judgements and from other relevant data generated for the process, it aims to deduce as much as possible about the overall impact of operational activities. Third, it aims to reinforce, via the evaluation process, the trend towards a greater focus on impact at all levels of the system and a more coordinated response by the United Nations development system at the country and regional level to a collective reporting on it. Throughout the whole exercise, there is a need to examine the impact that the evolution in the concept of operational activities has had on their effectiveness at the level of individual countries.

87. Since most operational activities take place at the national level, impact will be evaluated at the country level and, if possible, will be aggregated to the global level. Attention will also be given to assessing the impact of regional activities.

C. Approach

88. Evaluation of some of the major components of operational activities will involve an in-depth analysis of the objectives of selected components of operational activities with a view to identifying criteria and standards that can be used to measure impact. This task will be undertaken in close consultation with Governments and the United Nations system. Possible examples are the impact of the objectives pursued by United Nations system activities in supporting national efforts to combat poverty; the impact of United Nations system activities devoted to supporting national efforts on issues deriving from Agenda 21; the Joint and Co-sponsored United Nations Programme on HIV/AIDS; national capacity-building and strengthening through United Nations system support; United Nations system support for community participation in specific development efforts; gender mainstreaming with United Nations system support; and activities in technology transfer. The final choice of topic will necessarily be affected both by the resources available and by the nature of operational activities in the area concerned. The process of selection will be carried out by taking Assembly resolution 50/120 as a reference point and by keeping in view the changing requirements and demands of recipient countries for United Nations system operational activities.

89. The Secretariat's efforts will be devoted to planning and managing impartial evaluations of the impact of United Nations system activities. Those evaluations will be produced by independent teams of highly qualified individuals and must be completed well in time for their contents to be synthesized by the Secretariat for the next triennial policy review. The evaluation teams should be able to draw on any existing data and analysis produced within the system, particularly the literature that exists within the system that has not been fully exploited to date.

90. In addition to the independent evaluations, the United Nations system, at different levels, as well as interested Member States, are being requested to prepare relevant supporting data and, where possible, analysis in a way that does not significantly increase the burden upon them. The principal focus of any impact evaluation will be at the country level since most operational activities take place there. In addition, activities will take place within regional commissions and within United Nations agencies and organizations.

D. Country-level activities

91. Any evaluations of the impact of operational activities undertaken by national evaluation authorities and made available to the Secretariat will be drawn upon consistent with the overall goal of providing the General Assembly and the Council with objective, timely and useful information required for decision-making. Other partners at the country level may be associated either directly in the detailed analysis of activities or indirectly by the selective use of the studies undertaken by them.

92. As appropriate, the mid-term reviews of operational activities programmes that are held in many countries may be used as a means of obtaining some information on impact. By including in their terms of reference a standard requirement to address and report any available evidence of the impact of United Nations operational activities over the past few years, a great deal of data and analysis could be generated by the resident coordinator system at little additional cost. In the process, the focus of the review process on the fundamental issue of whether operational activities are effective in promoting self-reliance in formulating and implementing development plans and policies would be strengthened.

93. The Council may wish to invite the governing bodies of funds, programmes and agencies to give special support to such initiatives and to provide the resulting information to the Secretariat in time for the triennial comprehensive policy review.

94. The periodic annual reports of the resident coordinators, prepared in consultation with all members of the resident coordinator system, may be used to report on evidence of impact of United Nations system support. To the extent possible, such information would be based on evaluations undertaken during the year by various partners. If required, additional reviews would be undertaken in consultation with Governments and other development partners. Particular attention may be paid to reporting on the results of system-wide programmes falling within agreed areas emanating from a global conference or topics of a

global nature, such as HIV/AIDS. Whenever possible, the impact evaluation will build on existing data and existing evaluation reports.

E. Regional activities

95. The executive secretaries of the regional economic commissions will be asked to produce a product analogous to that requested of the resident coordinator, focusing on regional aspects of the major thrusts of United Nations system activities in the regional level.

F. United Nations system activities

96. Much evaluation work is already produced by the various parts of the United Nations development system at the country, regional and agency levels relatively little of which has been focused on producing answers concerning the overall impact of the programme or organization concerned.

97. The Council may wish to consider suggesting to the governing bodies of concerned agencies that any topics proposed for system-level impact evaluation be reflected in the evaluation plans of each agency in which such topics are relevant to the work of the agency, and to provide the results to the Secretariat when they are completed.

G. Consultations with Member States and within the United Nations system

98. In resolution 50/120, the Assembly requested that the impact evaluation exercise be carried out in consultation with Member States. Accordingly, the United Nations has begun a process of consultation with Member States and the rest of the United Nations development system to avoid duplicating their activities; obtain their views on the nature and scope of the exercise; and select specific programmes or groups of programmes for a rigorous and independent evaluation of their impact. Such consultations will be an ongoing feature of the exercise.

99. The consultations currently taking place with all concerned are intended to clarify those issues. Several national authorities have expressed interest in the exercise and made suggestions. Some agencies of the United Nations system have made suggestions about the exercise and proposed topics for evaluation. Some have noted that all their evaluations are concerned with impact, while some have expressed concerns about the availability of baseline data and the cost of impact evaluation compared with other methodologies.

H. Resources

100. In determining the number and scope of the evaluations to be carried out, the issue of resources comes into play. In the present financial circumstances facing the United Nations, the proposed evaluations will require extrabudgetary

contributions from interested Member States to the Trust Fund established for those purposes.

101. The budget that has been prepared assumes that the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat, with inputs from the United Nations system, would have most of the human resources and support services necessary to manage the evaluations but would need extra resources to hire the high-level independent consultants from outside the system necessary to provide the General Assembly with a credible product. Each of the four major evaluation studies listed in annex II to the present report has been budgeted tentatively at $239,000, based on the cost of similar exercises carried out by individual organizations, most notably UNDP.

I. The final product

102. It is anticipated that four impact evaluations will be completed in time for the 1998 triennial comprehensive policy review. Together with other information obtained through other sources, including the views of Governments and the results of relevant, high-quality evaluations done within the United Nations system or by Governments, they will form a basis for an overall assessment of operational activities within the United Nations system. It is planned to provide the Council in 1997 with further details on the process.

103. The above-mentioned processes should permit the presentation to the intergovernmental machinery of analysis with a reasonable grounding in fact, observation and informed judgement.

VI. OVERVIEW OF RESOURCE TRENDS

104. A review of resource trends in operational activities for development within the United Nations system up to 1994 is provided in addendum 2 to the present report. Addendum table A-1 on contributions shows an increase in 1994 over 1993 (US $5,497.2 million, compared to US $5,032.4 million) in total resources channelled for operational activities through the United Nations system. Although there was an increase in nominal terms in 1994 in contributions to the funds and programmes of the United Nations, the 1994 total is still below the 1992 total. Moreover, a drop of US $5,642.7 million has occurred in contributions for the operational activities of specialized agencies, both in assessed contributions and extrabudgetary contributions. The fluctuation of contributions within the system should be noted, with obvious consequences for programme and project planning and implementation. During the same period, total net official development finance fell by about 5 per cent in nominal terms to $66 billion in 1994, after remaining relatively constant at around $70 billion between 1990 and 1993.

105. Addendum table B-1 on expenditures shows some of the consequences of the fluctuations in contributions, with a reduced level of expenditure in 1994, probably in response to the fluctuations mentioned in the preceding paragraph.

106. Preliminary data on contributions for 1995 to UNDP, UNFPA, UNICEF and WFP are provided in table 2. The table compares contributions for 1994 and 1995 (core and non-core, or general resources and supplementary and emergency resources, including food resources). Available data in nominal United States dollars reveal a decrease of $192.9 million in the total for all organizations, due to reductions for non-core funding to UNDP and reductions at WFP. Small increases took place in core funding, with a relatively large increase in the case of UNFPA.

107. On the more general issue of improving the funding of operational activities, negotiations are proceeding as called for in paragraph 10 of Assembly resolution 50/120. The results are contained in Assembly resolution 50/227 of 24 May 1996 on further measures for the restructuring and revitalization of the United Nations in the economic, social and related fields. Moreover, a conference room paper on new and innovative ideas for generating funds has been made available to the Council under item 12.

108. As is strongly reaffirmed in paragraph 5 of Assembly resolution 50/120, the efficiency, effectiveness and impact of the operational activities of the United Nations system must be enhanced by a substantial increase in their funding on a predictable, continuous and assured basis, commensurate with the increasing needs of developing countries, as well as through the full implementation of resolutions 47/199 and 50/120.

109. In paragraph 54 of the same resolution, the Assembly suggests a more detailed review of the resource question at the substantive session of 1997 of the Council, and it may be useful for the Council to identify at the present session any specific questions on which Governments may wish to obtain further information for next year's consideration of this subject.

Table 2. Contributions to selected United Nations funds and programmes, 1994-1995

(Millions of United States dollars)

	1994	1995
UNDP		
Core	942.8	928.6
Non-core	676.6	815.2
Total	1 619.4	1 743.8
UNDP-administered funds		
Core	63.6	52.0
Non-core	10.6	33.7
Total	74.2	85.7
UNFPA		
Core	265.3	312.6
Non-core	75.4	33.2
Total	340.7	345.8
UNICEF		
General resources	525.6	537.0
Supplementary funds	412.0	474.0
Total	937.6	1 011.0
WFP		
General resources	421.1	-
Emergency operations	1 094.7	-
Total	1 515.8	1 285.4
Grand total	4 487.7	4 471.7

Note: A hyphen (-) indicates that the item is not applicable.

Annex I

ACC STATEMENT ON THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 50/120

ACC recognizes the crucial role that the United Nations system can play in sustaining developing countries in their efforts to take the lead in the management of their development process. All members of ACC commit their secretariats to effective cooperation among them and with their national counterparts with a view to achieving consistency and efficiency in the response of the United Nations system to this most pressing challenge.

In this context, ACC attaches the highest importance to the effective and coherent implementation of General Assembly resolution 50/120, in which the Assembly builds on its resolution 47/199 and initiates a further practical step in the process of reform of operational activities for development in a number of key interrelated areas, including the effective governance of such activities; their predictable and assured funding, commensurate with the increasing needs of developing countries; and the promotion of greater efficiency and coherence in their programming, delivery and management, especially at the country level.

ACC will continue to take all necessary steps to ensure that the United Nations system provides recipient countries the best possible support in their development efforts. To this end, ACC and its member organizations mandated to undertake operational activities for development are determined to strengthen further their collaboration through the resident coordinator system, and to ensure the full and coherent implementation of all provisions of Assembly resolutions 50/120 and 47/199, particularly those that have a direct bearing on the effectiveness of United Nations system development cooperation at the country level.

ACC will take the required steps to implement Assembly resolution 50/120 in a fully coordinated manner, as outlined in the management plan prepared in accordance with paragraph 52 of the resolution (see annex II). In proceeding with the implementation of the resolution, account will be taken of the decisions emanating from the Council and other relevant governing bodies.

Through its Consultative Committee on Programme and Operational Questions and other mechanisms, ACC will issue updated guidelines on the functioning of the resident coordinator system, reflecting fully the experience acquired so far and addressing all actions called for in paragraphs 36 to 43 of Assembly resolution 50/120. The members of ACC mandated to undertake operational activities for development will pursue the strengthening of this system, inter alia, through clear instructions to country representatives and support to the coordination function at the country level. The Secretary-General, in his capacity as Chairman of ACC, will instruct resident coordinators, with the support of the Special Coordinator for Economic and Social Development, on measures to strengthen the resident coordinator system.

ACC attaches particular importance to ensuring that all parts of the United Nations system work on the basis of a mutually agreed, common understanding of the principal components of Assembly resolution 50/120. To this end, a series of updated and inter-linked guidelines will be developed on the country strategy note process; the programme approach; national execution; and the functioning of the resident coordinator system. Moreover, the work of the ACC task forces on the coordinated follow-up to international conferences will be translated into operational guidance for the resident coordinator system. In this connection, the further improvement of the country strategy note process, in line with the provisions of Assembly resolution 50/120, will be given particular attention. ACC is committed to providing full and coordinated support to the country strategy note process and to ensuring cooperation with and support for this process under the leadership of the resident coordinators.

ACC will undertake action to strengthen the monitoring and evaluation of operational activities and achieve the impact assessment called for in paragraph 54 of Assembly resolution 50/120. Greater effort will be devoted to harmonizing various procedures and simplifying the requirements placed upon recipient countries, while at the same time strengthening accountability capacity.

In order to achieve an optimal use of available resources, efforts to establish the sharing of various services at the country level and common premises, whenever feasible and cost-effective, will continue and will be enhanced.

Annex II

MANAGEMENT PROCESS FOR THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 50/120

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INTRODUCTION

In order to guide the implementation of its resolution 50/120, the General Assembly requested in paragraph 52 of that resolution a management process for presentation to the Economic and Social Council at its substantive session of 1996. The management plan contained in the present annex was reviewed with all relevant parts of the United Nations system. It is an important element in a larger process that involves a variety of actors and forums.

The management process should be seen as one step in a dynamic environment of change, which will need to be related to other important reform activities, including those being carried out at the intergovernmental level. Governments, through various intergovernmental forums, will play a key role, individually and collectively, in ensuring and monitoring the implementation of the resolution.

The resident coordinator system will be an essential agent of change at the country level, and it is expected that eventually each country team will indicate how it will pursue various provisions of the resolution aimed at achieving greater coherence at the country level. Appropriate monitoring and feedback mechanisms will be part of the mechanism.

The various provisions of the resolution are grouped under five headings: programme development and implementation; field-level coordination; management and programme support; impact assessment; and resources, funding system and statistical reporting. Reporting requirements are covered in the appendix. The headings are used to delineate the areas requiring action and conceptual development leading to further operational guidance, workshops and monitoring. It is expected that the development of various guidelines will involve the recipient countries and the resident coordinator system. The results will be compiled in a manual containing clear, operational guidance.

In determining the timing of various activities, the requirements of paragraph 54 of Assembly resolution 50/120 should be borne in mind. Thus, the Council will consider, inter alia, at its substantive session of 1996, simplification and harmonization; common premises and administrative services; and monitoring and evaluation; at its substantive session of 1997, the Council will consider capacity-building, field and regional-level coordination, and resources. The Council will review those focus areas on the basis of progress reports by the Secretary-General, including appropriate recommendations. Moreover, the Council will receive in both 1996 and 1997 information on the impact assessment of operational activities as called for in paragraph 56 of Assembly resolution 50/120. The next comprehensive triennial policy review is envisaged for the fall of 1998, and most of the preparatory work will have to be completed by May 1998.

The management process focuses on common areas of work, and does not touch on the wide range of individual actions undertaken by the executive heads and governing bodies of the funds, programmes and specialized agencies of the United Nations system, as called for in paragraph 55 of Assembly resolution 50/120. Information on those actions will be issued in an addendum to the present report (E/1996/64/Add.1) and will be reported annually.

A. PROGRAMME DEVELOPMENT AND IMPLEMENTATION

A1. CSN and consistency of United Nations system response

Guidelines Resolution 50/120, paragraphs 14 and 17 through 19. The CSN is a voluntary process and where formulated it should be in accord with the recipient countries' plans and priorities; it should serve as the common framework for country programmes of United Nations system organizations and for programming, monitoring and evaluating United Nations system activities; it should outline the United Nations system contribution, including level of resources needed to meet the specified requirements; in all recipient countries, whether they chose a CSN or not, further work needs to be undertaken to ensure a more coherent response by the system to the plans and priorities of recipient countries

Targets

- Reviewed guidelines for the formulation of the CSN will be made available to Governments and the United Nations system at the beginning of 1997
- Frameworks for the United Nations system consistent response to national plans and priorities and related guidelines, primarily in countries that have not chosen CSN
- CSN country workshops will be held in a number of countries in collaboration with ITC/ILO-Turin

Benchmarks and time-frames

- CSN guidelines by the beginning of 1997
- Guidelines on framework for non-CSN countries by end-1997
- CSN system-wide training (ongoing)
- Monitoring of CSN process (ongoing)

Actions

- Desk-review and field-level assessments
- Consultations with United Nations system and Governments
- Workshop on CSN guidelines
- Dissemination of new guidelines
- Support to ITC/ILO Turin activities
- Review CSN process in countries where CSN is being implemented and report to ECOSOC and the General Assembly

Principal actors Recipient Governments, resident coordinator system, CCPOQ, for national workshops collaboration with ITC/ILO-Turin

Linkages

- National plans, strategies and priorities
- Links with the programme approach and national execution
- Guidelines for the framework for non-CSN countries could be harmonized with the review of CSN guidelines
- Consultation with CCPOQ and JCGP
- Inter-agency workshop with participation of government officials from selected countries
- To be linked with policy dialogue since it has an integral place in the CSN
- In coordination with joint reviews of CSNs and country programmes that executive boards of United Nations programmes and funds will conduct in accordance with paragraph 6 of Council resolution E/1995/51

A2. Programme approach

Guidelines In resolution 50/120, paragraph 28, the General Assembly requests the United Nations development system to continue to work on improving the definition and guidelines for the programme approach

Targets In resolution 50/120, the Assembly stresses the need to implement all elements of resolution 47/199. This applies to the programme approach. Thus, updated operational guidelines will be issued on the basis of the experience accumulated in country operations. Moreover, other steps need to be taken to meet the requirements of resolution 47/199

Benchmarks and time-frames

- Identification of areas for revision in the programme approach framework by Fall 1996
- New framework/guidelines by Spring 1997

Actions

- CCPOQ meeting in March 1996 and follow-up activities
- Assessment of status at country level
- Formulation of new framework/guidelines as part of overall handbook

Principal actors Governments, resident coordinator system in collaboration with CCPOQ and Inter-agency Working Group on Evaluation

Linkages

- Links with national execution and CSN should be stressed
- In the revision of the framework/guidelines, special attention will be devoted to the links between programme approach, CSN and national execution. Monitoring and evaluation activities in the context of the programme approach will also receive increased attention

A3. National execution and better utilization of national expertise

Guidelines Resolution 50/120, paragraphs 25 through 30. The United Nations system will continue to improve the definition and guidelines for national execution and undertake efforts to enhance the absorptive capacity in developing countries, in particular in LDCs and Africa, and will use available national expertise and indigenous technologies. As to national project personnel, including consultants, work will be done on the development of common guidelines for use at the field level for recruitment, training and remuneration.

Targets

- Updated guidelines and action on a common understanding of national execution, and monitoring of the national execution modality, with particular reference to the requirements of the programme approach. Enhancing the absorptive capacity in LDCs and African countries
- To achieve greater and more consistent utilization of national resources in all United Nations system supported activities

Benchmarks and time-frames

- Assessment of current situation with respect to utilization of national resources by end 1996
- Identification of possible areas for revision in the national execution guidelines by late 1996
- Development of new guidelines by March 1997
- Monitoring and review by end-1997

Actions

- Assessment and review of current status
- CCPOQ meeting in March 1996
- JCGP subgroup
- Formulation of new guidelines

Principal actors Governments, United Nations system organizations, the resident coordinator system, CCPOQ, JCGP

Linkages

- Links with programme approach and CSN
- Capacity-building
- Enhanced accountability
- Systematic collection of information is required and an assessment needs to be made of the data collected by IAPSO
- The work done by JCGP focuses on government personnel. Greater attention needs to be given to personnel in contractual relationship with the United Nations system, including consultants
- Aid accountability project

A4. Capacity-building

Guidelines Resolution 50/120, paragraphs 22 and 27. The objective of capacity-building and its sustainability should continue to be an essential part of the operational activities of the United Nations system at country level, with the aim of integrating their activities and providing support to efforts to strengthen national capacities in fields of policy and programme formulation, development management, planning, implementation, coordination, monitoring and review; the United Nations development system should continue to work on promoting a common understanding and the operationalization of capacity-building concepts, as well as on ways of enhancing the sustainability of capacity-building

Targets

- CSNs and other country-level analyses and conceptual development dealing with capacity-building issues as a cross-cutting issue and defining the United Nations system role in addressing those issues

Benchmarks and time-frames

- State-of-the-art review of capacity-building concepts end-1996
- Decision on desired guidance elements end-1996
- Guidance elements for capacity-building programme design, implementation monitoring and evaluation, as required by Fall 1997

Actions

- Research and analysis
- Review and consultations
- Guidance elements

Principal actors Governments, resident coordinator system and CCPOQ

Linkages

- Capacity-building in LDCs should concentrate on ensuring basic capacity of working Government. In other countries, capacity-building should be applied if Government so desires in new and emerging problem areas
- Links with revision of CSN guidelines. Also links with national execution and utilization of national resources

A5. Regional coordination issues

Guidelines Resolution 50/120, paragraph 20. The Secretary-General, in consultation with Member States and United Nations organizations, will consider ways of enhancing the coordination of United Nations development activities at regional and subregional levels, including ways of enhancing the role of the regional commissions and of promoting the national ownership of regional programmes

Targets

- Proposals of the Secretary-General to ECOSOC 1997
- Follow-up to ECOSOC 1997, as required

Benchmarks and time-frames

- Proposals by April 1997
- Report to ECOSOC by 1997

Actions

- ECOSOC 1997
- Consultations with Governments, United Nations system, regional and subregional institutions

Principal actors Senior officials working group, regional ACC United Nations system organizations, regional commissions, regional and subregional organizations, national Governments

Linkages

- Paragraph 50 brings out the importance of disseminating the experience of effective and efficient cooperation with the United Nations development system, inter alia, through interregional projects of technical cooperation, and urges the United Nations system to give support to such activities

A6. Continuum from humanitarian assistance through rehabilitation to development

Guidelines Resolution 50/120, paragraph 51. The General Assembly calls for the United Nations system to bear in mind the specific requirements of the continuum from humanitarian assistance through rehabilitation to development

Targets

- Progress in this area should be reported to ECOSOC and the General Assembly in 1998, together with any conceptual issue that may arise

Benchmarks and time-frames

- Initial report ECOSOC 1996
- More substantive report ECOSOC 1996
- Defining elements for 1998 policy review

Actions

- Reports to ECOSOC 1996 and 1997, and General Assembly in 1998

Principal actors United Nations system organizations, CCPOQ and appropriate mechanisms

Linkages

- DHA and appropriate mechanisms

B. FIELD-LEVEL COORDINATION

B1. Governments and general coordination issues: policy dialogue and Bretton Woods institutions

Guidelines Resolution 50/120, paragraph 21. The General Assembly requests the United Nations system to support the establishment of the forums and mechanisms that facilitate and guide policy dialogue among the partners in the development process, primarily to ensure that programmes are integrated with national plans and strategies, as requested by Governments

Targets Improved dialogue in the pilot countries and a methodology for extending the experiment to other countries, as appropriate

Targets and benchmarks

- Analysis of experience by Fall 1996
- Improvements where required by 1997
- Policy dialogue in all countries wishing it by 1997

Actions

- To be determined after consultations with all partners within the United Nations system and with concerned Member States

Principal actors Recipient Governments

Linkages

- Regular consultations on key development policy issues led by Governments, with the support of the resident coordinator system
- World Bank meetings
- Training programmes

For reference

- Pending outcome of ECOSOC 1996 discussion on strengthening collaboration between the United Nations development system and BWIs, no specifics are included on this important item (para. 48)
- Governments have the primary responsibility for coordinating all external assistance

B2. Resident coordinator system and field-level committees

Guidelines

- Resolution 50/120, paragraphs 36 through 41. (i) A more consultative approach at the level of the general functioning of the resident coordinator system, including thematic groups; (ii) further improvements in the selection, clearance, appraisal and training of resident coordinators (including senior representatives of United Nations agencies in the field); (iii) at the level of the system to provide appropriate support to the resident coordinator system; (iv) at the field-level in the follow-up to major international conferences
- Paragraph 41. The General Assembly requests that the field-level committees organized by the United Nations system country team review substantive activities - including draft country programmes, sectoral programmes and projects - prior to their approval by individual organizations, and should exchange experience acquired, on the understanding that the result of the work of the review committee should be submitted to national Governments for final approval through the national focal points

Targets

- Revised guidelines for the resident coordinator system; a better understanding by all field representatives of their respective roles within the resident coordinator system; improved coherence and team-work at the country-level
- Improved performance in the selection, clearance, appraisal, and training leading to a strengthened resident coordinator system. Enhanced support including financial support from all participants of the resident coordinator system
- Improved performance of field committees by systematically reviewing draft country programmes, sectoral programmes and projects, prior to their approval. Inclusion of national focal points in the outcome of the review process

Benchmarks and time-frames

- Revised resident coordinator guidelines by September 1996, and develop new field-committee guidelines and a monitoring system by end-1996
- Introduction of new personnel measures for resident coordinators and senior field representatives by 1997
- Application of a new resource support resident coordinator system by UNDP (ongoing)
- Training support through CCPOQ workshops and other methods (ongoing)
- Evaluation of functioning of new system by early 1997 and reporting to ECOSOC 1997

Actions

- Assessment and preparation guidelines
- Negotiations on new guidelines
- Promulgation of new personnel measures
- Management support of new resource support system through OUNS

Principal actors Resident coordinator system, and the UNDP Administrator in his capacity as Special Coordinator for Economic and Social Development, OUNS, UNDP/DOP, CCPOQ working group on resident coordinator system, chaired by United Nations/DPCSD, UNDP, JCGP through ex-heads

Linkages

- A variety of subjects covered by resolution 50/120 will affect the functioning of the resident coordinator system, including CSN, harmonization, decentralization, monitoring and evaluation
- Mr. Speth and OUNS will have primary operational responsibility for the functioning of the resident coordinator system in support of the Secretary-General and the United Nations system
- Whenever appropriate, training support should be provided to resident coordinators on innovations in the various areas covered by 50/120
- Many outputs of other activities have a bearing on the functioning and enhanced coordination of the resident coordinator system

B3. Division of responsibility

Guidelines Resolution 50/120, paragraphs 13 through 16. The General Assembly urges the members of the United Nations development system to continue to develop an agreed division of responsibility, in accordance with their respective mandates, under the coordination of Governments, as well as to focus their efforts at the field level on priority areas, in accordance with the priorities identified by recipient countries and the mandates, mission statements and relevant decisions of their governing bodies. In the context of the reform of the United Nations Secretariat, and the restructuring and revitalization of the intergovernmental process, the mandates of the separate sectoral and specialized entities, funds, programmes and specialized agencies should be respected and enhanced, taking into account their complementarities

Targets

- Practical action to improve the division of responsibility

Benchmarks and time-frames

- Dialogue, consultations and action at the ACC and intergovernmental levels (ongoing)

Actions To be determined

Principal actors Member States, United Nations system organizations, CCPOQ, JCGP

Linkages

- The various reform initiatives have an important bearing on this area

C. MANAGEMENT AND PROGRAMME SUPPORT

C1. Monitoring and evaluation

Guidelines Resolution 50/120, paragraphs 32 through 35. To support the strengthening of national evaluation capacities and strengthening of capacities to perform both effective programme, project and financial monitoring and impact evaluations of operational activities funded by the system. Also, strengthened efforts, in consultation with recipient countries, to ensure monitoring is timely, reviews and evaluation are coordinated, and lessons from monitoring and evaluation exercises are systematically applied to programming processes

Targets

- Strengthened national evaluation capacity. More timely, more coordinated evaluation, systematic application of lessons learned

Benchmarks and time-frames

- Reporting to ECOSOC 1996
- Review of national capacity 1997
- More coordinated and timely monitoring system established
- Reviews in selected countries
- Reporting to ECOSOC on harmonization of agency review schedules 1997

Actions

- Ongoing strengthening of national capacity
- Consultations
- Monitoring of changes

Principal actors Individual organizations and recipient Governments, CCPOQ, Inter-agency Working Group on Evaluation and JCGP

Linkages

- Links with programme approach and CSN and programming mechanism

C2. Decentralization and delegation of authority

Guidelines Resolution 50/120, paragraph 31. The governing bodies of all funds, programmes and specialized agencies should make further progress to ensure that the prescribed limits on field-level authority for cancelling, modifying and adding activities within approved programmes and shifting resources, with the approval of national authorities, are expanded to become equal and uniform, to the maximum extent possible

Targets

- Further delegation of authority by the various organizations to achieve equal and uniform delegation, as far as possible

Benchmarks and time-frames

- Action by all organizations and their respective governing bodies, as required in 1996-1997
- Monitoring report ECOSOC 1997

Actions

- Review at ACC level further policy decisions
- Management action and intergovernmental decisions
- Assessment and monitoring
- Letters by ex-heads

Principal actors Individual organizations of the United Nations system, CCPOQ, CCAQ, and other appropriate bodies

Linkages

- Should be viewed in the context of achieving increased coherence at the country level

C3. Simplification and harmonization

Guidelines Resolution 50/120, paragraphs 45 through 47. Further simplification and harmonization of rules of procedure used by the United Nations development system in its operational activities and adoption of a more collaborative approach in preparing reports at all levels, and the creation or further development of guidelines on procedures relating to programme components and project formulation, appraisal, implementation, monitoring, evaluation and administrative procedures

Targets

- A concrete course of action will be recommended to ECOSOC in 1996 as a basis for a simplification and harmonization exercise among the United Nations system organizations

Benchmarks and time-frames

- Complete information collection and assessment by March 1996
- Possible field missions by 15 March 1996 and final recommendations by 15 April 1996

Actions

- An inter-agency working group or workshop with the direct participation of end-users of procedures - recipient government officials, project managers and field representatives
- An initial assessment of recent experience with activities in this area will be carried out
- Recommendations to the Economic and Social Council
- Information collection and assessment of requirements
- Field missions to collect information and test approaches

Principal actors Government, resident coordinator system, JCGP, CCPOQ and United Nations/DPCSD

Linkages

- Many of the activities for the implementation of resolution 50/120 will lead to sections of a manual in the "Lego block" approach

C4. Common premises and shared administrative services

Guidelines Resolution 50/120, paragraph 44. The JCGP and the specialized agencies are requested to raise substantially the target for achieving common premises on the basis of cost-benefit analysis and avoiding an increased burden on host countries

Targets

- A harmonized submission coordinated at the JCGP level to the executive boards of UNDP, UNFPA, UNICEF and WFP, a detailed programme of action on the establishment of common premises and services with benchmarks, time-frame and level of resources, as well as proposals on administrative arrangements on implementation of this plan

Benchmarks and time-frames

- Review the current situation in the area of common premises and services by April 1996

Actions

- Assessment of the current situation
- Executive Board decision on a plan of action with established targets and time-frame (May 1996)
- Development of the plan of action and administrative arrangements on its implementation
- Inform resident coordinators of rules relevant to all organizations

Principal actors JCGP subgroup on common premises and services, United Nations/DPCSD, United Nations resident coordinators, CCPOQ and CCAQ (FB)

Linkages

- As envisaged in paragraph 44 of General Assembly resolution 50/120, an establishment of common premises should be achieved on the basis of cost-benefit analysis and avoiding an increased burden on host countries
- A joint OADU/CCPOQ feasibility study on shared services could be carried out
- Five to 10 countries could do a pilot exercise in shared services, i.e., South Africa model

D. IMPACT ASSESSMENT

Guidelines Resolution 50/120, paragraph 56. As an integral part of the next comprehensive triennial policy review, an evaluation will be made of the impact of operational activities for development

Targets

- The first overall view of the impact of major components of operational activities. Establishment of the methodology and approach for future evaluations and reviews of what United Nations operational activities achieve. The evaluations of the specific components will provide lessons learned that should be applicable system-wide and contribute to the design of future activities

Benchmarks and time-frames

•	1/96-6/96	(i) Mobilization of resources and discussions with Member States (ii) Selection of topics in light of (i) and in consultation with the United Nations system
•	7/96	Review by ECOSOC
•	7/96-9/96	Preparation of first impact evaluation
•	9/96-1/97	Implementation of first impact evaluation
•	10/96-12/96	Preparation of second impact evaluation
•	1/97-5/97	Implementation of second impact evaluation
•	4/97-6/97	Preparation of third impact evaluation
•	3/97	Review of progress with United Nations system
•	7/97-1/98	Implementation of third impact evaluation
•	5/97-6/97	Preparation of fourth impact evaluation
•	7/97-2/98	Implementation of fourth impact evaluation
•	7/97	Review by ECOSOC
•	10/97-2/98	(i) Analysis and synthesis of results of the impact evaluations (ii) Integration of results in larger comprehensive policy review exercise
•	3/98-4/98	Consultations within United Nations system concerning comprehensive policy review
•	7/98	Presentation of triennial review to ECOSOC

Actions

- Consultations with agencies and Member States
- Planning, fielding, reporting for four impact studies
- Progress reports for ECOSOC 1996 and 1997

Principal actors United Nations/DPCSD in collaboration with United Nations agencies funds and programmes and with Governments

Linkages

- This is a major new undertaking for the United Nations. The evaluations will examine different components of operational activities and the changes in operational activities since 1989. Interested Member States will be involved in the process, carrying out, where possible, joint evaluations with the United Nations system, particularly in recipient countries which have welleestablished national evaluation systems

E. RESOURCES, FUNDING SYSTEM AND STATISTICAL REPORTING

Guidelines Resolution 50/120, paragraphs 4 through 11. Resources and funding issues need to be dealt with at the governmental level. With respect to the provisions of paragraph 10, consultations are proceeding within the framework of the consultations on the restructuring and revitalization of the United Nations economic and social field chaired by Ambassador Oscar de Rojas (Venezuela). It should also be borne in mind that funding trends and practices have an important bearing on a number of issues covered by resolution 50/120, including the coherence of programming, accountability and reporting requirements, and the ability of the United Nations system to respond to the requirements of recipient countries

The reports of the Secretary-General to ECOSOC and the General Assembly will continue to provide statistical information on resources trends of the operational activities for development within the United Nations system. The funds and programmes are also expected to report through their respective boards to ECOSOC, in accordance with ECOSOC resolution E/1995/51, which was endorsed by the General Assembly in its resolution 50/120, paragraph 3. Among the issues that need to be covered in those reports is the focus on priority areas mentioned in paragraph 15 of resolution 50/120

Benchmark and time-frames

- Statistical report on resource flows for 1994 by May 1996; statistical report for 1995 by May 1997; statistical report for 1996 by May 1998; and statistical report for 1997 by September 1998

Actions

- Monitoring negotiations and providing substantive support
- Reporting

Principal actors Governments, United Nations/DPCSD, United Nations funds and programmes, CCPOQ, United Nations system organizations

Linkages

- Linkages to reforms in governance

Appendix

REPORTING REQUIREMENTS

I. 1996 Economic and Social Council reporting

1. Implementation of resolutions 47/199 and 50/120.

2. Focus areas as per paragraph 54:

   (a) Monitoring and evaluation;

   (b) Harmonization and simplification;

   (c) Common premises and administrative services.

3. Progress on the impact evaluation as per paragraph 56.

4. Strengthening cooperation between the United Nations system and the Bretton Woods institutions.

5. Statistical report for the year 1994.

6. Measures taken by specialized agencies in response to General Assembly resolution 47/199, in particular as regards national execution (para. 30).

7. Reports emanating from the executive boards of funds and programmes.

II. 1997 Economic and Social Council reporting

1. Implementation of resolution 50/120.

2. Focus areas as per paragraph 54:

   (a) Capacity-building;

   (b) Field and regional-level coordination;

   (c) Resources.

3. Progress on the impact evaluation as per paragraph 56

III. 1998 Comprehensive triennial policy review report

Annex III

COUNTRY-LEVEL INFORMATION ON COMMON PREMISES (AS OF MAY 1996)

Country	Sharing	Separate premises	Remarks on common premises
Afghanistan	UNDP/UNIC/FAO	WHO, UNICEF	However, due to political situation, no permanent staff are installed at any agency in Kabul at present.
Albania	UNDP/UNFPA/ UNHCR	UNICEF, UNHCR IBRD, WHO, IMF	Common premises will depend on instructions from agencies' headquarters.
Algeria	UNDP/UNFPA/UNIDO/ WFP/UNICEF/UNHCR/ILO/ UNIC	WHO	Government has provided new building.
Angola	UNDP/UNFPA/UNICEF/ UNHCR/UNIDO/WHO/FAO/OCN	WFP, DHA, IBRD	Government is allocating land.
Argentina		UNDP, UNICEF, UNHCR, ILO, WHO, UNIDO, ECLAC, UNESCO	Decision whether or not to buy current premises will be made in October 1996; rental options are being explored.
Armenia	UNDP/UNICEF/WFP/DPI/DHA/ UNHCR	WHO	Common premises guidelines have been studied; current premises are being renovated.
Azerbaijan	UNDP/WFP/UNICEF/UNFPA/ UNDHA/UNDPI	UNHCR	UNDHA and WFP activities are expected to finish within 5 years.
Bahrain	UNDP/UNICEF	UNHCR, UNIC, ITU, UNEP	
Bangladesh	UNDP/UNIC/UNESCO	IBRD, IMF, WFP, UNFPA, UNHCR, WHO, ILO, FAO, UNICEF	It is hoped that United Nations common premises will be constructed and ready for use in 4 years.

Country	Sharing	Separate premises	Remarks on common premises
Barbados	UNDP/WFP/UNIDO/ UNIFEM/UNFDAC	WHO (PAHO), FAO, UNICEF	Government has donated land and space programme study has been completed; negotiations on conditions of provision of premises are ongoing.
Belarus	UNDP/UNICEF	UNHCR, WHO	
Benin		UNDP, UNFPA, WFP, UNCDF, UNICEF, UNHCR, WHO, FAO, IBRD	Land lease has been signed by Government; four agencies have agreed to participate in common premises.
Bhutan	UNDP/UNFPA/UNICEF/ WFP/FAO/UNCDF	WHO	Premises are overcrowded; UNICEF may move out.
Bolivia	UNDP/UNFPA/WFP/UNFDAC/ UNIC/FAO/UNIDO/UNCDF	UNICEF, IBRD, IMF, WHO	Request for proposals from outside investors/developers has been solicited.
Botswana	UNDP/UNFPA/WFP	UNHCR, WHO, UNICEF	Government willing to allocate land; ongoing study on space requirements.
Brazil	UNDP/UNFPA/WFP/UNIDO/ UNESCO/FAO	UNICEF, UNHCR, ILO, WHO, UNESCO, UNDCP ECLAC	Land has been donated by Government; space programme study has been completed.
Bulgaria		UNDP, UNHCR	
Burkina Faso	UNDP/UNFPA/UNICEF/ UNESCO/FAO/ UNIDO/UNCDF	IBRD, WHO, WFP, UNIC, WB	
Burundi	UNDP/UNFPA	UNDP, UNFPA, WHO, IBRD, UNIC, UNHCR, FAO, WHO, UNICEF, WFP	Donation of land is still being negotiated; common premises may be constructed.
Cambodia		UNDP, UNHCR, UNICEF, WFP, UNESCO, WHO, FAO	Land has been donated by Government; space programme study is under way.

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Country	Sharing	Separate premises	Remarks on common premises
Cameroon	UNDP/UNOPS/UNV	UNIDO, UNHCR, FAO, IBRD, WFP, IMF, ILO, WHO, UNIC, ITU, UNFPA, UNESCO, MULPOC/ECA	Land is to be identified by Government; WHO and UNICEF are considering joint premises with UNDP.
Cape Verde	UNDP/WFP/UNICEF/OMS/ UNFPA/WHO/FENU-UNSO	FAO	Common premises construction has been completed.
Central African Republic	UNDP/WFP/UNCDF	UNHCR, FAO, WHO, IBRD, UNICEF	Transfer of hotel is under negotiations.
Chad	UNDP/WFP/FAO/UNFPA/UNV/ UNCDF/WMO	WHO, UNICEF, WB	Negotiations are in progress.
Chile	UNDP/UNIDO/OPS/UNEP	UNHCR, ILO, FAO, UNICEF, UNESCO, WHO, ITU, ECLAC	Government has offered to construct building for United Nations organizations in vicinity of ECLAC premises.
China	UNDP/UNHCR/UNIDO/ UNFPA/WFP/UNV	UNICEF, WHO, UNESCO, IMF, FAO, UNIFEM, ILO	UNHCR may move out of common premises.
Colombia	UNDP/UNFPA/WFP/UNDCP/ UNCHS/UNFDAC/UNOPS	ECLAC, IBRD, FAO, ITU, UNIC, WHO, UNIDO, UNICEF	
Comoros	UNDP/UNFPA/WFP	WHO, UNICEF	Common premises construction has been completed. UNICEF and OMS will rejoin in the course of 1996.
Congo	UNDP/UNFPA/WFP/ UNHCR	UNICEF, FAO, IBRD, WHO, IMF	
Costa Rica	UNDP/WFP/UNFPA/IMO/ UNICEF	UNHCR, ILO, WHO, FAO, UNESCO, WB	WMO and IAEA may open offices in 1996/1997.

Country	Sharing	Separate premises	Remarks on common premises
Côte d'Ivoire	UNDP/UNFPA/UNESCO	WHO, IBRD, IFC, IMF, ILO, FAO, WFP, UNIDO, UNICEF	Government has donated building.
Cuba		UNESCO, FAO, WHO, UNICEF, UNDP, WFP	
Cyprus	UNDP/UNICEF/UNV	UNHCR, FAO	
Democratic People's Republic of Korea	UNDP/UNFPA/UNICEF	WFP	
Djibouti	UNDP/UNFPA/WHO/OPS	UNHCR, FAO, UNICEF	
Dominican Republic	UNDP/FAO/WFP/UNFPA	UNICEF, WHO, UNHCR	Res. coord. is currently discussing expansion of common premises with Government.
Ecuador	UNDP/UNFPA/WFP/UNICEF/ UNFDAC/UNIDO/FAO	WHO, UNESCO	New office construction is under way.
Egypt	UNDP/UNIC/WFP/UNIDO	UNHCR, UNICEF, FAO, ILO, WHO, UNESCO, ICAO, UNIC, UPU, ITU	Negotiations are in progress with Government, which supports the idea of common premises.
El Salvador	UNDP/UNFPA	UNESCO, WFP, WHO (PAHO), UNICEF	
Eritrea	UNDP/UNICEF/WFP/WHO/ UNFPA/FAO	UNHCR	Government has agreed to donate land.
Estonia	UNDP/WB		Building being renovated; alternative accommodation is under discussion.

Country	Sharing	Separate premises	Remarks on common premises
Equatorial Guinea	UNDP/WFP	WHO, FAO, UNICEF	Request for proposals from outside investors/developers has been solicited.
Ethiopia	UNDP/UNFPA/UNICEF/ WFP/ILO/UNESCO/UNIC/ WHO/UNIDO/UNECA	UNHCR, FAO, IBRD	
Fiji	UNDP/UNFPA/WFP	WHO, ILO, UNICEF	
Gabon		UNDP, WB, UNFPA, UNHCR	
Gambia		UNDP, UNFPA, WFP, WHO, FAO, UNICEF	
Georgia	UNDP/UNICEF/UNHCR	WFP, WHO	Each agency will contribute $50,000 and Government will make up balance of $150,000 for completion of building in August.
Ghana	UNDP/UNFPA/WFP/UNHCR	FAO, UNHCR, WHO, UNIC, UNV, UNICEF	Alterations and renovations have been approved by UNDP contracts committee; Government plans to construct complex for all United Nations agencies in Ghana.
Guatemala	UNDP/UNFPA/WFP/UNV/ UNHCR	UNHCR, WHO, UNICEF, FAO, UNIDO	
Guinea	UNDP/UNFPA/UNIDO/WFP	UNHCR, FAO, WHO, UNICEF,	Negotiations have been initiated on the basis of private-sector funding.
Guinea-Bissau		UNDP, UNICEF, WFP, FAO, WHO	Common premises construction has been completed.
Guyana	UNDP/UNICEF/WFP	WHO (PAHO)	

Country	Sharing	Separate premises	Remarks on common premises
Haiti	UNDP/UNFPA/UNIDO/ UNCDF	UNESCO, WHO, UNICEF, WFP, FAO, UNHCR	UNDP has purchased Hotel Splendid; expects to move to new premises in 1997/1998 since present accommodation is inadequate.
Honduras	UNDP/UNFPA/WFP/ UNICEF/UNHCR/UNIDO/ ITC	FAO, WHO (PAHO), ITU	UNHCR will close in June 1996; a cost study is under way to evaluate feasibility for construction of United Nations compound.
India	UNDP/UNFPA/UNIDO/ UNIC/FAO/IBRD/UNV	UNICEF, WFP, WB, ILO, WHO, UNHCR, UNESCO, UNIFEM, UNDCP	
Indonesia	UNDP/UNFPA/WFP/UNIDO/ ILO/WHO/UNESCO/FAO/ UNHCR/UNAIDS	IBRD, IMF, ITU, IFC, UNIC, UPU, UNICEF	WFP will close in mid-1996; insufficient space for UNICEF to join common premises.
Islamic Republic of Iran	UNDP/UNICEF/WFP/UNIC/ UNOCA	UNHCR, WHO	
Iraq		UNDP	
Jamaica	UNDP/UNFPA/WFP/UNIDO/ UNHCR	UNESCO, FAO, WB, IMF, UNICEF, WHO, UNLOS, UNEP	
Jordan	UNDP/UNFPA/WFP/UNCHS	UNRWA, WHO, UNICEF, UNESCO, ESCWA, UNHCR, UNIFEM	UNHCR recently moved to building next door to shared premises.
Kazakstan	UNESCO/WHO/UNDP/ILO/ UNFPA	UNICEF, UNHCR	

Country	Sharing	Separate premises	Remarks on common premises
Kenya	UNDP/UNFPA/UNDCP/ UNIFEM/UNV/UNAIDS/ UNCTAD/UNCRD/UNOPS/ UNDP-SOMALIA	UNHCR, UNESCO, WHO, IBRD, IFC, ICAO, FAO, UNEP, UNIC, UNICEF, WFP, UNSO, UNIDO	
Kuwait		UNDP, ILO, UNHCR	Secretary-General, during a visit in 1995, requested agencies to consider regrouping in common premises.
Kyrgyzstan	UNDP/UNFPA	UNHCR, UNICEF	Discussions are under way with Government on land agreement; UNICEF and UNHCR have agreed to join in eventual common premises.
Lao People's Democratic Republic	UNDP/UNFPA/WFP/UNV/WB	UNHCR, WHO, FAO, UNICEF, IMF, UNDCP	Land has been donated by Government; UNDP, UNICEF, UNDCP, UNFPA have agreed to share future common premises; UNHCR closure is anticipated.
Latvia	UNDP/UNDCP	IMF, IBRD	
Lebanon	UNDP/WFP/UNFPA/UNDCP/ UNIFIL	UNHCR, WHO, ILO, FAO, UNIC, UNIDO, UNESCO, UNICEF	
Lesotho	UNDP/UNFPA/UNHCR/UNCDF/ UNV	UNICEF, WFP, FAO, WHO, UNIC	Government will complete common premises within next 2 years; WFP has not yet agreed to share.
Liberia	UNDP/UNFPA/WFP	UNICEF, UNHCR, FAO, WHO	
Libyan Arab Jamahiriya	UNICEF/UNDP/UNHCR	WHO, UNIC	
Lithuania		UNDP, IMF, IBRD, WHO, UNESCO, UNICEF	

Country	Sharing	Separate premises	Remarks on common premises
Madagascar	UNDP/UNIDO	UNICEF, UNFPA, WFP, WHO, ILO, IBRD, UNIC	Efforts are being made to identify a suitable building.
Malawi	UNDP/UNFPA/WFP/UNHCR	UNICEF, FAO, WHO, IBRD	Inter-agency discussions are under way for common premises; land has been donated by Government.
Malaysia	UNDP/UNFPA/UNESCO/UNICEF/UNU	UNHCR, WHO	
Maldives	UNDP/UNFPA/UNICEF	WHO	Common premises have been completed.
Mali	UNDP/WFP	WHO, UNICEF, IBRD, IMF, FAO	Government has donated land; space programme study has been completed.
Mauritania	UNDP/UNHCR/UNFPA/UNOPS	UNICEF, WFP, FAO, WHO, IBRD	Subject of common premises is under discussion with agency heads.
Mauritius		UNICEF, WFP, WHO, UNDP	
Mexico	UNDP/UNFPA/WFP/UNDCP/ UNIDO/ECLAC/UNIC/ UNIFEM	FAO, UNESCO, WHO, UNICEF, ILO, ICAO, IBRD, UNHCR	ICAO is requesting authorization to join common premises.
Mongolia	UNDP/UNFPA/UNV	UNICEF, WHO, IMF	
Morocco	UNDP/UNFPA/WFP	UNICEF, UNHCR, FAO, WHO, UNIC, ECA, UNESCO	Discussions with Government to initiate common premises are under way.
Mozambique	UNDP/UNIDO	UNICEF, UNFPA, WFP, UNHCR, FAO, WHO, WB, UNESCO	Land has been donated by Government; a space needs programme study is under way.
Myanmar	UNDP/WFP/UNIC/UNOPS/ UNFPA	UNICEF, FAO, UNDCP, WHO, UNHCR	

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Country	Sharing	Separate premises	Remarks on common premises
Namibia	UNDP/UNFPA/WFP/UNICEF/ WHO/FAO/UNESCO/UNHCR/ ILO	UNIC	Government has allocated land; plans have been sent to Headquarters.
Nepal	UNDP/UNFPA/UNICEF/WFP/ FAO/WHO/UNIC/ILO/ UNIFEM/UNIDO		
Nicaragua	UNDP/UNFPA/WFP/UNIC	UNHCR, FAO, WHO, UNICEF	
Niger	UNDP/UNFPA/WFP/ECA (MULPOC)	FAO, WHO	
Nigeria	UNDP/UNFPA/UNIDO/UNIFEM/ UNDCP	UNHCR, FAO, WHO, ILO, UNESCO, UNIC, UNICEF	Land has been donated by Government in new capital (Abuja).
Pakistan	UNDP/FAO/WHO/UNFDAC/ UNIDO/UNV	UNICEF, UNFPA, WFP, UNHCR, ILO, UNIC, UNESCO, UNOCA, IBRD, UNGOMAP, UNMOGIP	Expected to move to common premises by April 1996.
Panama		UNDP, WHO, UNIC, UNICEF, UNFPA	UNDP, UNFPA, WFP and UNIC will move to common premises in June 1996.
Papua New Guinea	UNDP/UNICEF/UNHCR/UNFPA	WHO	
Paraguay	UNDP/UNFPA/WFP/UNIC	UNICEF, WHO, WMO	
Peru	UNDP/UNFPA/WFP/UNIFEM/ UNFDAC	UNICEF, UNHCR, ILO, FAO, WHO, UNIC, UNDCP, ICAO, UNIDO, UNESCO, UNIC	
Philippines	UNDP/UNFPA/ILO/UNICEF/ WFP/FAO/UNIC/UNIDO	UNHCR, WHO	

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Country	Sharing	Separate premises	Remarks on common premises
Poland	UNDP/UNIDO/UNFPA/UNIC/ UNDCP/IFC	UNHCR, WHO, UNEP, IFC, IMF, IBRD, FAO, UNICEF, ILO, UNESCO	
Qatar		UNDP, UNESCO	United Nations is establishing building in Doha.
Republic of Korea		UNDP, WHO	
Republic of Moldova		UNDP, UNICEF, WB, WHO, UNESCO	United Nations annex for UNDP projects is scheduled for 1996/1997.
Romania	UNDP/UNIC		
Russian Federation	UNHCR/UNDP	UNIC	
Rwanda	UNDP/UNFPA/WFP/UNV	UNHCR, WHO, FAO, IBRD, UNICEF	
Samoa	UNDP/FAO/UNESCO	WHO	
Sao Tome and Principe	UNDP/UNICEF/WFP/UNFPA/ OMS		New common premises were completed in September 1995.
Saudi Arabia	UNDP/WHO/WB	UNICEF, UNHCR, FAO	New premises in diplomatic quarter should be ready in 1998.
Senegal	UNDP/UNFPA/WFP/UNIDO	UNHCR, FAO, ILO, UNESCO, UNICEF, 1CAO, UNIC, WHO, IBRD	
Sierra Leone	UNDP/UNFPA/WFP/WHO	UNICEF, UNHCR, FAO	Government has offered hotel complex for all United Nations agencies; consultations are under way between United Nations and Government.

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Country	Sharing	Separate premises	Remarks on common premises
Somalia	UNDP/UNOPS/UNDOS/UNHCR	FAO, WHO, UNICEF, WFP	
South Africa	UNDP/UNFPA/UNICEF	WHO, UNHCR, WB, UNESCO	Rent free space has been provided by Government.
Sri Lanka	UNDP/UNFPA/WFP/UNIC/ FAO/UNIDO/ILO	WHO, UNICEF, UNHCR	Discussions are under way to create common premises.
Sudan	UNDP/UNIC/UNFPA/UNIDO	UNHCR, FAO, WHO, WFP, UNICEF	A feasibility study is under way.
Swaziland	UNDP/UNFPA/WFP/UNICEF	UNHCR, WHO	
Syrian Arab Republic		UNICEF, WFP, UNHCR, UNRWA, WHO, FAO, UNDP, UNFPA	A request for proposals from outside investors/developers has been solicited.
Tajikistan		UNDP, WHO, UNICEF, WFP, UNHCR	Government has assigned building to UNDP and UNDP has offered to accommodate UNICEF, WFP and UNHCR, but building has not yet been renovated.
Thailand	UNDP/UNFPA/WFP/UNIC/ UNIDO/ILO/UNHCR/UNEP/ ESCAP/UNIFEM/UNDCP/UNV	IBRD, ICAO, UNESCO, ITU, UNICEF, FAO, UPU, WHO	
Togo	UNDP/UNFPA/UNIDO	UNICEF, WFP, UNHCR, IBRD, IMF, UNIC, WHO, FAO	Government has donated land.
Trinidad and Tobago		UNDP, FAO, WHO (PAHO), ILO, UNIC, ECLAC	Negotiations are in progress to acquire common premises.
Tunisia	UNDP/UNFPA/WFP/UNIC/ IBRD	UNICEF, UNHCR, FAO, UNEP, UNESCO	
Turkey	UNDP/UNFPA/WFP/ILO/ UNIC/FAO/UNIDO/WHO/UNOV	UNHCR, UNICEF	

Country	Sharing	Separate premises	Remarks on common premises
Turkmenistan	UNDP/UNFPA/UNDCP/WHO	UNICEF, UNHCR	UNICEF and UNHCR are expected to move to United Nations building shortly.
Uganda	UNDP/UNFPA/UNIDO	UNHCR, IBRD, IMF, WHO, FAO, UNICEF, WFP	
Ukraine	UNDP/UNAIDS/UNDPI/ UNICEF/UNDCP/UNOPS	UNHCR, IMF, IBRD, WHO, UNESCO	
United Arab Emirates	UNDP/UNHCR		
United Republic of Tanzania	UNDP/UNIDO/UNCDF/UNV	UNFPA, WFP, UNIC, UNHCR, FAO, ILO, WHO, IBRD, UNESCO, UNICEF, WB	
Uruguay		UNDP, FAO, ILO, WHO (PAHO), ECLAC, UNESCO, UNICEF	A United Nations building is expected to be built in the course of the next 5 years.
Uzbekistan	UNDP/UNICEF/UNHCR/WHO/ UNDCP/UNIDO/UNV/UNFPA		
Venezuela	UNDP/UNHCR	WHO, UNESCO, UNICEF, FAO	
Viet Nam	UNDP/UNICEF/UNIDO/UNDCP	UNFPA, WFP, FAO, WHO, UNHCR	Situation is not likely to change for the rest of the decade.
Yemen	UNDP/UNFPA/WFP	UNICEF, WHO, FAO	
Yugoslavia	UNDP/UNIC	UNHCR	
Zaire	UNDP/UNFPA/WFP/UNHCR/ ILO/UNIC/UNIDO/FAO/WHO/ UNESCO/UNOPS	UNICEF	Government has donated land; UNHCR will leave premises in June 1996.

Country	Sharing	Separate premises	Remarks on common premises
Zambia	UNDP/UNFPA/WFP/UNIDO/ UNDCF/UNV/UNDIS/UNICEF	UNHCR, FAO, WHO, UNIC, UNESCO, IBRD, IMF	
Zimbabwe	UNDP/UNFPA/WFP/UNIDO/ UNV/UNIFEM	UNHCR, FAO, WHO, UNIC, UPU, UNESCO, IBRD, ITU, UNICEF, ILO	

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OPERATIONAL ACTIVITIES OF THE UNITED NATIONS FOR INTERNATIONAL DEVELOPMENT COOPERATION

Operational activities of the United Nations system for development

Summary of decisions adopted by the executive boards of the United Nations funds and programmes and of actions taken by the organizations of the United Nations system

Report of the Secretary-General

Addendum

SUMMARY

The present addendum is submitted in accordance with paragraphs 30 and 55 of General Assembly resolution 50/120 of 20 December 1995. Moreover, this addendum responds to Economic and Social Council resolutions 1995/50 and 1995/51, both of 28 July 1995.

* E/1996/100.

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I. SUMMARY OF DECISIONS BY THE EXECUTIVE BOARDS OF THE UNITED NATIONS DEVELOPMENT FUNDS AND PROGRAMMES

A. Executive Board of the United Nations Development Programme/United Nations Population Fund

Common reporting

1. In the first half of 1996, the Executive Board of the United Nations Development Programme/United Nations Population Fund (UNDP/UNFPA) had two regular sessions and an annual session.

2. In its first regular session (15-19 January 1996), the Executive Board of UNDP/UNFPA adopted 12 decisions, including decision 96/05, entitled "Preparation of reports for the Economic and Social Council substantive session 1996", and decision 96/07, entitled "Implementation of the successor programming arrangements" (of UNDP).

3. In its decision 96/05, the Executive Board urged the Administrator of UNDP and the Executive Director of UNFPA to ensure that their reports to the Economic and Social Council substantive session 1996 fully addressed issues to be discussed in accordance with relevant decisions and resolutions of the Council and the General Assembly, including Council resolutions 1995/50, 1995/51 and 1995/56 and Assembly resolution 50/120. The Executive Board also requested that the content of the reports of UNDP and UNFPA for the Council substantive session 1996 be such as to enable the Council to compare achievements made by each organization and to identify problems and recommend appropriate actions, on issues relating to, inter alia, allocation of resources, harmonization of procedures and budget presentation, common administrative services and premises and monitoring and evaluation.

4. In the same decision, the Executive Board also requested the Administrator of UNDP and the Executive Director of UNFPA, together with the Executive Directors of the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP), to agree on a common format and structure for their reports for the Economic and Social Council substantive session 1996. It may also be recalled that paragraph 46 of General Assembly resolution 50/120 urges the members of the United Nations development system to adopt a more collaborative approach in preparing reports at all levels.

Reports on implementation of General Assembly resolutions 47/199 and 50/120

5. The consultations on full implementation of this decision were held within the framework of the Joint Consultative Group on Policy (JCGP). The UNDP and UNFPA reports, in compliance with Economic and Social Council resolutions 1994/33, 1995/50, 1995/51, and 1995/56, were submitted to the Executive Board of UNDP/UNFPA at its annual session 1996 (6-17 May 1996) in the new common reporting format agreed upon by the secretariats of the executive boards of UNDP, UNFPA, UNICEF and WFP. The Executive Board took note of these reports and agreed that they would be transmitted to the Council with, as annexes: (a) the extract of the report on the annual session of the Board dealing with the joint

UNDP/UNFPA segment, (b) the extract of the report on the annual session of the Board dealing with the implementation of programming arrangements and (c) the extract of the report on the second regular session 1996 of the Board dealing with evaluation (see document DP/1996/19, para. 127).

Successor programming arrangements

6. In its decision 96/07, entitled "Implementation of the successor programming arrangements", the Executive Board reaffirmed that the country cooperation framework would be the central document in the country programming process and that the recipient Government had the primary responsibility for the formulation of the framework, and stressed the importance it attached to the mechanisms for coordination at the country level established in General Assembly resolutions 47/199 and 50/120. The Executive Board noted that the country cooperation frameworks should be based on a realistic estimate of income from both core and non-core resources. The Executive Board requested the Administrator to submit to the Executive Board the country cooperation frameworks as based on national plans and priorities, country-specific circumstances and lessons learned from previous cooperation. The country cooperation frameworks should set measurable targets where possible for the results and impact expected as well as outline management arrangements for execution and implementation, coordination, monitoring and review as well as a resource mobilization strategy.

7. The Executive Board established a procedure of approval of country cooperation frameworks and decided to review the format at the annual session 1997 in light of experience gained therefrom, also taking into consideration country-programming arrangements in UNICEF.

8. At its second regular session (25-29 March 1996), the Executive Board adopted 12 decisions, the following 5 of which could be of special interest to the Economic and Social Council.

UNFPA programming

9. In its decision 96/13, entitled "Future country programming process of the United Nations Population Fund", the Executive Board invited the Executive Director of UNFPA to consider ways of harmonizing the country programming process of the Fund with that of UNDP and UNICEF, and to submit to Member States, after consultations with UNDP and UNICEF, recommendations on the future country programming process of UNFPA, no later than the annual session 1997 of the Board.

10. In its decision 96/15, entitled "Allocation of resources to country programmes of the United Nations Population Fund", the Executive Board reaffirmed that, in order to achieve the goals of the International Conference on Population and Development, there was a need for adequate mobilization of resources at the national and international levels as well as of new and additional resources to developing countries from all sources, including multilateral, bilateral and private sources. The Board endorsed the approach for resource allocation as contained in the report of the Executive Director on a revised approach for the allocation of the resources of UNFPA to country

programmes (document DP/FPA/1996/15), including the indicators and threshold levels towards meeting the goals of the International Conference on Population and Development for the year 2005. The Board also endorsed the flexible approach to the allocation of relative shares of resources to the new categories of countries, and decided that UNFPA, while using this flexible approach, should give special attention to the least developed countries, low-income countries and Africa.

11. The Executive Board also decided that the allocation of resources should be based on a comprehensive assessment of the actual needs and requirements of countries, and should take fully into consideration coherent national programmes, plans and strategies on population and development and the need for external resources to complement national financial efforts in the area of population and development; and endorsed the procedure for categorization of countries into three groups as outlined in the report and approved the relative shares of resources among them.

12. It was recommended that the revised approach for resource allocation be introduced in a phased manner, taking into account both the stage of the current cycle of assistance and the status of programme implementation in individual countries; and that the Executive Director undertake a quinquennial review of the system for resource allocation, including a performance assessment of the indicators and their threshold levels, and to report thereon to the Executive Board starting in the year 2000.

UNAIDS

13. In its decision 96/16, entitled "Joint United Nations Programme on HIV/AIDS (UNAIDS)", the Executive Board requested UNDP to conclude without delay arrangements with the Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (HIV/AIDS) relating to the financial, administrative and logistical support to work in the area of HIV/AIDS as well as to clarify the role and function of the national programme officers appointed to provide support to the Joint United Nations Programme on HIV/AIDS.

Health

14. In its decision 96/17, entitled "Inter-agency coordination in health policy and programming", the Executive Board reaffirmed the need for close collaboration at all levels among UNICEF, the World Health Organization (WHO) and UNFPA on matters of mutual interest and related activities, including, inter alia, issues relating to follow-up to the Programme of Action of the International Conference on Population and Development; 1/ and encouraged the Executive Director to explore ways to further strengthen inter-agency coordination in the area of health policy and programming, in particular with UNICEF and WHO, in order to develop coordinated health policies and programmes, including reproductive health, in the context of the follow-up to the International Conference on Population and Development.

UNDP evaluation

15. In its decision 96/20, entitled "UNDP evaluation", the Executive Board stressed the fundamental importance of feeding back the lessons of monitoring and evaluation into planning and management in order to improve continually the quality of the organization's output, and the need for this concept to be shared by all its staff; and requested the Administrator, in this context, to ensure that the evaluation and monitoring were firmly established in the management culture of UNDP by, inter alia:

(a) Raising the profile of accountability and of staff and programme performance monitoring and evaluation in the Programme so that all its divisions recognized its vital importance;

(b) Reviewing and revising, as necessary, and in the light of "initiatives for change" and the successor programming arrangements, the systems and criteria for selecting subjects for evaluation; the handling in evaluations of the Programme's operational implementation of its areas of focus; opportunities for joint evaluations with other United Nations bodies; and the actions required of Programme personnel, including clear objective-setting at all levels;

(c) Linking compliance with monitoring and evaluation procedures with the Programme's personnel management and reporting systems;

(d) Reporting the results of strategic evaluations to the Executive Board.

16. The Executive Board called upon the Administrator to ensure that evaluation work had the necessary degree of independence to carry out objective evaluations; and to report to the Executive Board at its annual session 1997 on progress made in the implementation of this decision.

Functioning of the Board

17. In its annual session (6-17 May 1996), the Executive Board adopted 10 decisions, on, inter alia, its rules of procedure, documentation and functioning; UNDP and UNFPA mission statements, the UNFPA work plan for 1997-2000; UNDP agency support costs; and the United Nations Office for Project Services.

18. In its decision 96/25 entitled "Matters relating to rules of procedure, documentation and the functioning of the Executive Board", the Executive Board decided to convene an open-ended ad hoc working group on rules of procedure for the Executive Board, and requested the President of the Executive Board to report to the Executive Board at its third regular session 1996 on the progress achieved during the process with a view to reaching a final decision on rules of procedure at the first regular session of the Executive Board in January 1997. As regards its functioning, the Executive Board emphasized the need to ensure that the approach to the working methods of the Executive Board continued to be flexible and practical, and decided to introduce an annual work plan for the Executive Board and requested UNDP and UNFPA to prepare, for the third regular session, an outline of issues that could be considered by the Board in 1997, based on previous Board deliberations and the organizational priorities and

objectives set for 1997, with a view to adopting a work plan for the Board at the first regular session 1997, based on the proposals made on this matter by delegations during the 1996 annual session.

UNFPA work plan

19. In its decision 96/26, entitled "Work plan of the United Nations Population Fund for 1997-2000 and programme expenditure authority", the Executive Board endorsed the programme resource planning proposals of the Executive Director set out in paragraphs 7-18 of document DP/FPA/1996/18, and approved the request for the 1997 programme expenditure authority at a level equal to new programmable resources for 1997, currently estimated at $257 million. The Executive Board also endorsed the use of the following estimates of new programmable resources from regular resources for the 1998-2000 period: $279 million for 1998, $305 million for 1999, and $334 million for 2000; and endorsed as well the use of the following estimates of new programmable resources from multi-bilateral funding: $15 million per year for the years 1997-2000.

Mission statements

20. In its decision 96/28, the Executive Board endorsed the mission statement of UNFPA, taking into account the discussions that took place during the annual session 1996 of the Executive Board, as reflected in the report on that item of the session.

21. In its decision 96/29, the Executive Board endorsed the mission statement of UNDP.

Support costs

22. In its decision 96/31 entitled "UNDP: Agency support costs", the Executive Board reaffirmed the continued relevance and importance of the original key objectives of the agency support cost arrangements, which underlined that the arrangements should serve to (a) provide incentives for national execution and ensure that agency technical support services were available to Governments, particularly for nationally executed programmes/projects, (b) improve the upstream technical focus of agencies and reduce their administrative and operational involvement in programme/project implementation and (c) assign resources that would permit programme countries to exercise increased choice in programme/project implementation.

23. The Executive Board decided that, under the successor programming arrangements, the current guidelines for support costs would continue to apply and requested the Administrator to ensure that the agency support cost arrangements became more driven by country priorities and demands within the context of UNDP-supported programmes. The Executive Board decided that the support cost facilities would be administered directly by country offices in close collaboration and consultation with the programme countries and that the facilities should be used to encourage national execution of programmes and projects.

24. The Board also decided that UNDP, in order to simplify the system, should reimburse the cost of administrative and support services to the five large agencies (the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO), the United Nations Industrial Development Organization (UNIDO) the Department for Development Support and Management Services of the United Nations Secretariat and the United Nations Office for Project Services) with a maximum of 10 per cent, which experience had shown was the present average reimbursement rate for various inputs. Should the actual costs fall below 10 per cent, only the actual costs incurred would be reimbursed.

UNOPS

25. In its decision 96/33 entitled "United Nations Office for Project Services", the Executive Board encouraged the Executive Director to continue his efforts to make the United Nations Office for Project Services more innovative and cost-effective, as recommended by the Management Coordination Committee, and requested that the Executive Director keep the Executive Board apprised of the operational results and financial implications of the reorganization of the United Nations Office for Project Services within the framework of future annual reports, submitted through the Management Coordination Committee.

B. Executive Board of the United Nations Children's Fund

26. In 1996 the UNICEF Executive Board held two regular sessions.

27. At the first regular session (22-25 January 1996), the Executive Board adopted six decisions including the following which may be of special interest to the Economic and Social Council.

Mission statement

28. In its decision 96/1, entitled "UNICEF mission statement", the Executive Board reaffirmed the UNICEF mandate in terms of its serving as an "advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential". The mission statement adopted by the Board states that UNICEF is guided by the Convention on the Rights of the Child 2/ in its endeavour to "establish children's rights as enduring ethical principles and international standards of behaviour towards children".

Emergency services

29. In its decision 96/2, entitled "UNICEF emergency services: mission and strategies", the Executive Board urged UNICEF, in close cooperation with the Department of Humanitarian Affairs of the United Nations Secretariat and other relevant agencies and organizations of the United Nations system, to facilitate the implementation of Economic and Social Council decision 1995/56, inter alia, through coordinated reporting to the 1996 substantive session of the Council and identified subjects of the operational papers to be prepared during 1996-1997.

Follow-up to the Fourth World Conference on Women

30. In its decision 1996/3, entitled "Follow-up to the Fourth World Conference on Women", the Executive Board encouraged UNICEF to strengthen its partnerships, coordination and collaboration with all agencies and entities of the United Nations system, each according to its mandate and to its own comparative advantage, and non-governmental organizations that were actively involved in the implementation of the Platform for Action 3/ of the Conference; and requested the Executive Director to report to the Executive Board in 1997 on the process undertaken to integrate the Beijing Platform for Action into UNICEF country programmes, taking into account the United Nations commitment to an integrated follow-up of United Nations conferences.

Report on implementation of General Assembly resolutions 47/199 and 50/120

31. In its second regular session (9-12 April 1996), the Executive Board, after consideration of the report of the Executive Director: annual report to the Economic and Social Council (E/ICEF/1996/10 (Part II)), by its decision 1996/8 decided to transmit it to the Council, together with the comments made by delegations at the session.

Budgetary issues

32. In its decision 1996/14, entitled "Additional allocation for the administrative and programme support budget for field offices", the Executive Board resolved that an additional allocation of $715,900 was approved in the region of Central and Eastern Europe, the Commonwealth of Independent States (CIS) and the Baltic States for the 1996-1997 biennium; and that the secretariat was authorized to establish three liaison offices in Minsk (Belarus), in Moscow (Russian Federation) and in Kiev (Ukraine).

33. In its decision 1996/16, entitled "Harmonization of budget presentation", the Executive Board requested the Executive Director to submit the initial proposals on harmonization for action by the Executive Board at its first regular session in January 1997, through the Advisory Committee on Administrative and Budgetary Questions (ACABQ) of the Administrative Committee on Coordination (ACC). The Board also requested the Executive Director to present an oral progress report, with working papers, to the Executive Board at the third regular session in September 1996. The report would include a comparison of budget presentations and of definitions of terms used by UNICEF, UNDP and UNFPA, as well as an indication of steps that were needed for further harmonization.

34. The Board further requested that a joint progress report of the secretariats to the Economic and Social Council at its 1996 substantive session would include the progress made by the three agencies towards harmonization, taking into account the debates of the Executive Boards of UNDP/UNFPA and UNICEF during their second regular sessions of 1996.

C. Executive Board of the World Food Programme

35. In 1996, the Executive Board of WFP held one regular session (21 and 22 January 1996).

36. Board decisions are an integral part of its report. The outcome of the annual sessions of the Board will be made available in a revision (Rev.1) at a later stage. The Executive Board did not approve any formal decision as did the executive boards of other funds and programmes but incorporated its decisions into the report.

Revision of financial regulations

37. The Board reaffirmed that the Executive Director should implement the provisions of the new resourcing and long-term financing arrangements on an interim basis to the extent possible under the current financial regulations, subject to policy consideration of the proposals by the Economic and Social Council, and requested the Bureau, in consultation with the Secretariat, to start a process of informal consultation with interested countries and the European Community to form an open-ended working group to review the revised financial regulations and the general regulations, taking into account the advice of the FAO Finance Committee and ACABQ, when received. The working group should aim at holding its first meeting before the next session of the Board, in order to maintain momentum.

II. SUMMARY OF ACTIONS BY THE SPECIALIZED AGENCIES IN THE IMPLEMENTATION OF PARAGRAPH 55 OF GENERAL ASSEMBLY RESOLUTION 50/120

38. It may be recalled that in paragraph 55 of General Assembly resolution 50/120, the Assembly reaffirmed that the governing bodies of the funds, programmes and specialized agencies of the United Nations system should take appropriate action for the full implementation of the resolution, and requested the executive heads of those funds, programmes and specialized agencies, bearing in mind paragraph 46 of the resolution, to submit a yearly progress report to their governing bodies on measures taken and envisaged for the implementation of the resolution, as well as appropriate recommendations.

39. International Labour Organization (ILO): Since 1993, an account of principal measures taken to implement General Assembly resolution 47/199 has been submitted each year to the standing Committee on Technical Cooperation (CTC) of its Governing Body. The full text of the resolution was appended to a background paper submitted to the Committee in November 1993. Also, in pursuance of an International Labour Conference resolution on the role of ILO in technical cooperation adopted in 1993, the International Labour Office was requested to submit a strategy document on technical cooperation, taking into account the new horizons, constraints and opportunities that the programme was faced with. The strategy document was debated and endorsed by the Governing Body of ILO at its 261st session in November 1994. The strategy document specifically recalls (para. 19 in document GB 161/TC/2/5), among others, Assembly resolution 47/199. Through the Committee on Technical Cooperation, the

Governing Body has been reviewing the pace of implementation of the said resolution, and offering the Office its views and advice on the further initiatives that it considers appropriate.

40. International Maritime Organization (IMO): IMO will continue to implement progressively General Assembly resolutions 47/199 and 50/120 in order to improve the substantive quality and content of its Integrated Technical Cooperation Programme (ITCP) and to harmonize the Organization's development assistance policies and procedures with those of other agencies and organizations in the common system. Information on the progress made in this regard will be submitted regularly to the member States of IMO through the Technical Cooperation Committee, the Council and the Assembly of the Organization.

41. The Technical Cooperation Committee, at its forty-first session in June 1995, considered and approved a report on the implementation by IMO of General Assembly resolution 47/199. Subsequently, the report was submitted to the eighteenth extraordinary session of the Council and to the nineteenth regular session of the IMO Assembly, both of which were held in November 1995. The Assembly welcomed the report and supported the Technical Cooperation Committee in approving it.

42. United Nations Educational, Scientific and Cultural Organization (UNESCO): During the 149th session of the Executive Board of UNESCO (April 1996), the Director-General informed the Board concerning recent decisions and activities of the organizations of the United Nations system of relevance to UNESCO (document 149 EX/23). Furthermore, at its 150th session, to be held in September 1996, the Board will receive a more detailed document, entitled "Cooperation for development policies and activities implemented with extrabudgetary funding", which will contain a more refined analysis of General Assembly resolution 50/120.

43. United Nations Industrial Development Organization (UNIDO): The steps taken by UNIDO for the implementation of General Assembly resolution 50/120 (and, previously, Assembly resolution 47/199) were reviewed at the fifteenth session of the Industrial Development Board (IDB) which took place in Vienna from 6 to 10 May 1996, and the subject will in future also feature regularly in the agendas of UNIDO's policy-making organs.

44. World Health Organization (WHO): WHO takes note of the request of the General Assembly to take appropriate action for the full implementation of Assembly resolution 50/120 and to report to its governing bodies on measures taken or envisaged for its implementation. It is WHO's intention to undertake the necessary steps in this connection.

III. SUMMARY OF INFORMATION PROVIDED BY THE ORGANIZATIONS OF THE UNITED NATIONS SYSTEM IN ACCORDANCE WITH PARAGRAPH 30 OF GENERAL ASSEMBLY RESOLUTION 50/120

45. It may be recalled that in paragraph 30 of General Assembly resolution 50/120, the Assembly stressed the important role of the specialized agencies of the United Nations system in transferring and facilitating the necessary

technical and substantive expertise to support the national execution of United Nations-funded programmes and projects, and invited the Secretary-General, in collaboration with the heads of specialized agencies, to inform the Economic and Social Council of the measures taken by those specialized agencies in response to Assembly resolution 47/199, in particular as regards national execution.

46. It may also be recalled that the development funds and programmes of the United Nations are reporting to this substantive session of the Economic and Social Council on national execution as part of their respective reports which follow a common format.

47. International Labour Organization (ILO): ILO has, since 1992, put into place a new policy, the Active Partnership Policy, the main thrust of which is closer cooperation and coordination between ILO and its constituents and, through such cooperation, the strengthening of national capacity. For the purpose of effective implementation of this policy, 14 subregional multidisciplinary teams (MTDs) have been established in the different regions of the world, and they are now the major means of ILO to respond to the needs of its tripartite constituency. Also, as a part of the Active Partnership Policy, the Office is involved in the formulation of country objectives in all member States in close consultation with the constituents concerned. This exercise will establish the priority of ILO's programme with capacity-building as one of the major criteria. Concerning the programme approach, ILO is actively contributing to the system-wide current effort, led by the Administrative Committee on Coordination (ACC), Consultative Committee on Programme and Operational Questions (CCPOQ), to forge new, practical and usable procedures designed to give effect to it.

48. International Maritime Organization (IMO): The General Assembly reiterated that national execution should be the norm for programmes and projects supported by the United Nations system, taking into account the needs and capacities of recipient countries. The Assembly also stressed the need for the United Nations system to give increased priority to building up and/or enhancing the recipient countries' capacity to undertake national execution.

49. Since IMO does not have funds of its own to assign to recipient Governments for the execution of technical assistance programmes and projects, it is unlikely that this particular requirement can be totally fulfilled by the Organization.

50. None the less, in adopting the Integrated Technical Cooperation Programme (ITCP) at its thirty-ninth session, the Committee specifically endorsed the principle that the ITCP's components may be assured by national government execution or execution by subregional or regional institutions. Accordingly, IMO does utilize national expertise and capabilities in the execution of such activities, and it supports the building-up of capacity for national execution by endeavouring always to link its catalytic assistance to the overall maritime development programmes executed by national, subregional and regional institutions themselves.

51. International Trade Centre (ITC): Responsive to guidelines established by UNDP and systems adopted by the respective national Governments, ITC is

increasingly reflecting the principle of "national execution" (NEX) in UNDP-financed programme/project design and implementation. However, a number of conceptual, operational and monitoring problems are still being experienced as many developing countries do not yet have the adequate institutional structures, management procedures or personnel (in terms both of numbers and of relevant experience) to cope efficiently with the complexities and demands of this new system. Furthermore, while some countries apply the principle of the total programme approach and national execution to all sources/projects of technical cooperation, in most countries existing NEX development planning structures/ procedures do not provide for the integration of activities other than those falling strictly within the UNDP country programme (excluding, for example, projects executed through bilateral aid, development financing institutions, multilateral organizations, trust funds and so forth). Even if NEX is the policy of the Government concerned, experience has shown that there is often very little exchange of information and/or coordination between the ministry responsible for planning and that responsible for the technical area concerned. This thus often results in a heterogeneous "patchwork" of activities, often poorly integrated, occasionally overlapping and even less well known to development decision/policy makers and ministries than to those directly involved. Efforts of ITC to ensure more "national responsibility" for our activities in terms of execution and to better integrate our programmes/projects into overall development programmes - as well as to undertake joint programmes with other technical cooperation bodies - meet with mixed results, depending largely on personal relations rather than on effective interfacing systems.

52. United Nations Centre for Human Settlements (Habitat): In terms of paragraph 30 of General Assembly resolution 50/120, the Centre has consistently supported the principle of national execution as an instrument to progressively lessen the dependency of countries on external assistance. Over the years, the percentage of projects where the Centre appeared as cooperating agency rather than as executing agency has increased substantially. However we should like to stress that, as is correctly indicated in paragraph 30 of the Assembly resolution, national execution is not a goal but an instrument to facilitate the transfer to the country level of United Nations agencies' technical and substantive expertise. The implementation of the national execution modality has at times limited the role of agencies to providing ad hoc inputs and sectoral expertise which is crucial in assisting national authorities at the policy level. This is obviously especially true for small agencies without separate field representation which can only establish a substantive presence at the national level through the opportunities for technical assistance afforded to them by the execution of substantive field programmes. In a world in which the United Nations increasingly appears as just one of many providers of technical expertise available in the market, it should be emphasized that our unique asset lies not in the ad hoc provision of specific technical inputs but rather in our continued ability to extend to member States the benefit of an aggregate knowledge resulting from global research and the cross-fertilization of the results of this experience. Ways and means must be found, within the national execution modality, to enhance rather than limit this foremost comparative advantage of agencies of the United Nations system.

53. United Nations International Drug Control Programme (UNDCP): UNDCP is supportive of the increased use of national resources, both as a cost-effective measure and as a way of building national capacity. As a relatively small player in United Nations system development activities, UNDCP will of course follow any revised guidelines that are developed and would in fact welcome them, especially with regard to measures that promote the training and use of national project personnel, including consultants.

54. On the other hand, the experience of UNDCP with national execution is not entirely satisfactory. Although there have been successful cases, the more common situation is one beset by problems of delivery and accountability because of capacity weaknesses on the counterpart side. While there remains full sympathy with the reasoning behind national execution, it may be time for the system to state firmly the limits that are inherent in the approach as a means of cost-effective technical cooperation in a period of shrinking resources. Perhaps some new guidelines would help, but the possibility of success is limited, except in certain rather specific situations. It should be added that, with relation to drug control, some aspects of technical cooperation work are inappropriate for national execution.

55. United Nations Educational, Scientific and Cultural Organization (UNESCO): In the role of enhancement of national capacities the UNESCO evaluation will address the following issues:

(a) Analysis of specific actions carried out by UNESCO for the purpose of better using national capacities and creating a participatory process, and enhancing the technical capacities of nationals in dealing with policy issues;

(b) Review of the use of national capacities in various modalities of execution of projects;

(c) Results obtained in terms of capacity-building, role of nationals in the process and policy documents produced.

56. United Nations Industrial Development Organization (UNIDO): UNIDO has continued to participate in system-wide and interorganizational initiatives to assess the impact of national execution on its activities and to improve related procedures, based on experience. In that vein, it has recently contributed to an evaluation exercise undertaken by UNDP. It has also provided comments to the Joint Inspection Unit in respect of a study carried out in 1994. Among the main lessons drawn so far, the following should be highlighted: (a) early involvement of technical and specialized agencies in the design and formulation stage creates a good basis for determining the nature and extent of agency participation in programme and/or project implementation, (b) the role of national project directors is essential in ensuring good coordination of inputs, (c) the provision of technical support services by the agencies, such as those funded by the UNDP Technical Support Services (TSS)-2 facility, greatly contributes to efficient and effective delivery, (d) the existence of adequate institutional and managerial capacity in the country is an essential element for success and (e) clear systems of accountability and specific guidelines in the implementation of the national execution modality are urgently required.

57. Universal Postal Union (UPU): As for measures taken by UPU in response to General Assembly resolution 47/199 as regards national execution, UPU has taken a series of measures since 1991 to increase the national capacity of the developing countries. Thus, the recipient countries of the UPU's multi-year integrated projects were encouraged to ensure management of certain project elements.

58. World Health Organization (WHO): Concerning paragraph 30 of General Assembly resolution 50/120, WHO recognizes its important role as technical agency in the field of international health and continues to carry out technical cooperation activities with its member States. Regarding the specific subject of national execution, the outstanding issue is still the need to formulate a clear and acceptable definition of the term "national execution" in order to prevent varying interpretations by individual United Nations agencies responsible for applying it. In this connection, WHO encourages its country representatives to establish a dialogue with their counterparts in the United Nations system at the country level to ensure a common understanding and definition of the concept of national execution.

Notes

1/ Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

2/ General Assembly resolution 44/25, annex.

3/ Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995 (A/CONF.177/20 and Add.1), chap. I, resolution 1, annex II.